CANADA/SASKATCHEWAN
QU'APPELLE AGREEMENT EVALUATION:

FINAL REPORT

Prepared for:
The Qu'Appelle
Evaluation Committee

Prepared by:
The Reid Crowther/DPA
Consortium

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ACKNOWLEDGEMENT

The Reid Crowther/DPA Evaluation Team would like to thank the many people who assisted us during this evaluation of the Canada/Saskatchewan Subsidiary Agreement. These people included the managers of programs funded by the Agreement, other government officials with a knowledge of the Agreement, and many residents of the Qu'Appelle Valley and Basin. Without exception, the people we interviewed gave freely of their time and opinions about the Agreement.

We would particularly like to thank the six-member Evaluation Steering Committee established to supervise this assignment, especially the two co-chairmen, Al Schuster of Saskatchewan Environment and Dawson Young of DREE/ITC (now the Department of Regional Industrial Expansion). The Committee gave us substantial assistance in identifying people to be interviewed, securing previous reports and other information, and freely discussing their perceptions of the Qu'Appelle's history, effectiveness, and administration.

Notwithstanding the many contributions of others, it should be emphasized that the contents of this document and any errors or omissions are solely the responsibility of the Reid Crowther/DPA Evaluation Team.

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EXECUTIVE SUMMARY

BACKGROUND AND APPROACH

Canada and Saskatchewan signed the Qu'Appelle Subsidiary Agreement in October, 1975. The Agreement was to cover the ten-year period from 1974/75 to 1983/84. In July, 1983, the Reid/Crowther/DPA Consortium was commissioned by the Qu'Appelle Evaluation Committee to carry out an evaluation of the Qu'Appelle Agreement.

The major dates in the formulation and negotiation of the Qu'Appelle Subsidiary Agreement include the decentralization of DREE and the publication of the Water Basin study in 1973; the signing of the Saskatchewan General Development Agreement in February, 1974; the serious floods in the Spring of 1974; the signing of the Qu'Appelle Agreement in October, 1975; the completion and public review of the Recreation and Tourism Concept Plan in late 1978 and early 1979; the Agreement amendment redistributing Sector II funds in July, 1982; and the closing of the Qu'Appelle Implememtation Office in Fort Qu'Appelle in May, 1983.

The stated objectives of the Qu'Appelle Agreement are: to ensure the long-term productivity of the Qu'Appelle Valley's recreation and tourism base; to increase the socioeconomic benefits from the utilization of that resource base; and to improve the management of the land and water resources of the Qu'Appelle Valley to meet existing and future uses of these resources.

The Qu'Appelle Agreement is very diverse and comprehensive, and encompasses a wide range of initiatives and a number of funding and delivery agencies. It incorporates 11 programs, 21 projects, and many sub-projects ranging from water quality monitoring to land purchases and development incentives for privately-owned tourist operations. The diverse concerns it was intended to address included problems with the water quality of the Qu'Appelle lakes; spring flooding in the Valley and other parts of the Basin; the Qu'Appelle Valley's recreation and tourism potential; and the job creation needs of the Saskatchewan economy.

Agreement expenditures were planned to total $33.7 million, but actual expenditures fell short of this figure, amounting to $25.7 million. The major reasons for this shortfall were the inability to complete the conveyance system improvements, early delays in program implementation especially in Sector II (Recreation and Tourism Development), and provincial Treasury Board cutbacks of Management Board requests throughout the ten year period (especially in 1983/84).

Capital works projects for recreation and tourism, flood protection, waste treatment and conveyance comprised close to two-thirds of Agreement expenditures. Nearly three-fifths of Agreement funding resulted in direct tangible benefits to Qu'Appelle communities and residents in the form of new capital works, construction or operating employment, or proceeds from property sales.

The evaluation objectives were to review the implementation of programs and measure the results achieved in meeting the Agreement objectives; to measure the effectiveness with which the Agreement was administered; and to determine the need for future programs or projects with recommendations for future activities and developments.

This evaluation of the Qu'Appelle Agreement was conducted in three phases. Phase I largely involved the preparation of the Evaluation Plan, including the identification of Agreement and program objectives, socioeconomic and environmental indicators to be employed in measuring Agreement achievements, and the data sources to be used in the analysis. Phase II involved the collection and analysis of all statistical and other information; interviews with program managers, Valley residents, and other key contacts; and the preparation of brief evaluations of each of the 15 "programs" (as defined for this evaluation) comprising the Agreement. Phase III integrated the results from the first two phases to provide an assessment of the overall effectiveness of the Agreement and the efficiency with which the total Agreement was implemented.

During the course of the assignment, the Evaluation Team interviewed about 90 people and reviewed all available studies and other information on the Qu'Appelle Agreement. The basic approach involved creating a database based on information, perceptions, and opinions from a wide variety of sources, and assessing the program and Agreement achievements in terms of the indicators identified in Phase I. Every effort was made to cross-check data between sources and to supplement inconclusive evidence from one source with evidence from a second source.

AGREEMENT EFFECTIVENESS

The program-by-program analysis indicates that programs vary greatly in terms of their achievements and their contributions to the total Agreement. The programs and projects which have been most successful in achieving their own objectives and contributing to the achievement of the Agreement's overall objectives are:

- Water Quality Monitoring and Research
- Flood Protection Measures (in Moose Jaw, Regina, Lumsden, and Tantallon)
- Land Use Planning and Development Controls
- Municipal Waste Treatment
- the Fish and Wildlife component of Historic/Recreation Corridor Develpment
- Alternative Land Use.

The achievements and contributions of the remaining programs and projects are more limited, although nearly all include at least some activities which were useful and beneficial.

Some of the factors contributing to program success included the following:

- The required expertise and delivery mechanisms were already in place for some of the more successful programs at the start of the Agreement.
- Some programs were well thought out, and their objectives and activities were well defined before the Agreement was signed.
- In the early years of the Agreement, Agreement managers and administrators gave more attention to some projects -- especially Sector I capital works projects -- than to others.
- In general, the more successful programs involved activities which were totally under the control of government. Less successful programs -- especially those in Sector II -- depended more on complementary and supportive activities on the part of the private sector and other outside parties.

Most of the respondents believed that Sector I programs were more successful than Sector II programs. Our results suggest that, although this pattern exists, differences between the two sectors may not be as great as implied by many of the people we interviewed. There were some useful projects and activities implemented under Sector II. On the other hand, the inability to complete the conveyance program was an important constraint to achieving Sector I goals and Agreement objectives. Initial expectations were high for both sectors, but were probably more unrealistic for Sector II than for Sector I.

The major reason for the inability to complete the conveyance improvements was the failure to acquire the rights-of-way and easements through Indian lands which were needed to construct the system. Another factor was the intermittent support of the conveyance program by the province's central agencies. The most controversial Sector I program was Land Use Planning and Control, but ultimately the benefits from the program significantly exceeded the costs.

Respondents offered a number of explanations for "what went wrong" with Sector II. Several explanations involve factors that were largely beyond the control of Agreement administrators and program managers -- e.g., the lack of pre-planing before the Agreement, unrealistic expectations, lack of policy support from the provincial government before 1980 and an unfavourable economic environment after that. However, other problems could and should have been addresssed by Agreement administrators. These include the failure to prepare preliminary planning guidelines at the outset, the amount of time needed to prepare the Concept Plan and complete the public review of that document, and the delay in implementing Sector II programs until the conceptual planning process was completed.

The initial planners of the Agreement expected the Sector II budget to be increased substantially through Agreement amendments after the Concept Plan was completed. In actuality, the Sector II budget in the original and amended Agreement will not be fully disbursed by the end of 1983/84. The Evaluation Team believes that the expectations of the initial planners of the Agreement were unrealistic, and much more would have been accomplished in Sector II if the above problems had been properly addressed.

The evaluation also involved an assessment of the impacts and effects of the total Qu'Appelle Agreement. The following points relate to this aspect of the analysis.

- The Agreement supported total capital investment of close to $30 million over the ten year period. This capital investment was associated with about 430 person-years of construction employment (an average of about 40 jobs per year). Continuing employment is largely limited to the 60 or so jobs provided by the private tourism operations financed by the Commercial Development Incentives program. Beyond this, the Agreement's effects on tourism revenues and employment, recreation use, and other socioeconomic indicators have been limited.

- The available information and perceptions of respondents indicate that deterioration in water quality in the Qu'Appelle system has been slowed and possibly arrested, but not reversed. Qu'Appelle Agreement projects are generally credited with slowing the rate of decline in water quality.

- There is little evidence that the Agreement had a cumulative effect on economic and environmental conditions in specific locations and communities or on the socioeconomic circumstances of certain target groups.

- Much of the Qu'Appelle activity can be viewed as "incremental" in the sense that projects would not have proceeded without the Agreement, or if they had occurred it would have been on a much smaller scale or at a later date.

- There were some instances in which the quality of program delivery was enhanced because the program was delivered under the umbrella of the Agreement.

- The effects of many projects will not become visible for many years into the future.

- Many respondents, especially residents of the Qu'Appelle, are critical of the failure to disburse the full budget of the Agreement. The under-expenditure of $7 million could become a major public issue upon completion of the Agreement.

- The Evaluation Team believes that many of the Agreement's problems are related to its ten year time frame. A two-agreement format, as employed under the Northlands Agreements, may have proved more successful in the early years, and would have provided an opportunity for mid-course corrections.

- The effectiveness of the Agreement would have been heightened considerably if its scope had been broadened to include programs and projects specifically directed toward the eight Indian Bands in the Valley.

- The causal linkages between Sector I and II programs were plausible in broad terms, but their implications were not well thought out before the Agreement was signed, and were not fully developed or utilized as a planning tool during the course of the Agreement.

- The coordinating and integrating capabilities of the Qu'Appelle Agreement were not utilized to their fullest potential.

- Although not all planning initiatives were totally successful, the Evaluation Team believes that the efforts at long-range planning, including land use, recreation and tourism, and water management, were among the most attractive features of the total Qu'Appelle program of work which began in the late 1960s.

- In general, the Agreement's effects on other government programs and agencies and on private investment fell short of the expectations of the Qu'Appelle's initial planners and of the Agreement's capabilities.

In assessing the Agreement's achievements, the Evaluation Team concludes that the objectives relating to the long-term productivity of the Valley's resource base and the management of the Valley's land and water resources have been fulfilled to fairly significant degrees. Much less success was realized in achieving the objective directed toward expanding the socioeconomic benefits from the utilization of the Valley's resource base.

A mixed pattern of success is also apparent in the Agreement's accomplishments over time. With a few important exceptions (Regina waste treatment, flood protection, and the purchase of flood prone land), relatively little was achieved over the first five years, but spending and activity targets were met to a much greater extent over the second half of the Agreement. Unfortunately, by that period, Sector II programs and the Agreement as a whole had lost some momentum, and the economic and policy environments were often unfavourable.

Overall, the Qu'Appelle Agreement was a "qualified" success. Many Qu'Appelle projects and programs in themselves were useful, desirable, and well implemented. However, they add up to much less than was intended by the original planners of the Agreement. Results also fall short of what could and should have been accomplished over the ten year life of the Agreement.

Despite these qualifications, the Evaluation Team believes that the Qu'Appelle Agreement was a necessary and worthwhile endeavour. The Agreement accomplished only a portion of what was originally intended and should have occurred, but this portion is important to the Qu'Appelle Valley and Basin and its residents. If the Qu'Appelle Agreement had not been in place over the past decade, the current situation in the Qu'Appelle Valley and Basin could be much worse than is currently the case.

AGREEMENT DELIVERY

The joint management structure of the Agreement includes the Joint Management Board, the Implementation Directorate, the Qu'Appelle Implementation Office, the Public Advisory Council, and various committees. Because of the complexity of this structure and problems with departmental roles and the budget preparation process, the administration of the Agreement encountered some early difficulties. To address these problems, a workshop on the organization and effectiveness of Qu'Appelle implementation was held on June 29, 1978.

A number of the recommendations from the workshop, together with recommendations from an earlier conference, were adopted by the Board and Directorate. The recommendations were intended to streamline the administration of the Agreement; to better define objectives, functions, and responsibilities; and to address the concerns of delivery agencies and other participants.

However, even after the adoption of the recommendations, some of the early problems were only partially resolved. For example,

- some delivery agencies continued to believe they were not given sufficient latitude in planning and implementing their programs
- coordinated program delivery did not emerge in areas where it would have been beneficial
- limited staff resources continued to plague the delivery of some programs, including DREE's Commercial Development Incentives program
- many program managers still found the annual budgetary process cumbersome and full of delays.

On the positive side, the Management Board met regularly and worked effectively, the Implementation Directorate operated very effectively and efficiently, and the Qu'Appelle office at Fort Qu'Appelle had some success in coordinating Agreement activities, and even more success in providing a contact point between Agreement administrators and the general public.

Our analysis shows that, within its limited mandate, the Public Advisory Council played a useful role in the conduct of the Agreement. There are several instances in which the PAC probably had a positive influence on program design and delivery or accelerated the implementation of a beneficial project. The major shortcoming of the PAC was the lack of participation from the Valley's Indian Bands.

With some qualifications, other public involvement processes and public information tools involved in the Agreement operated quite well and made a signifiant contribution to the progress of the Qu'Appelle Agreement. Substantial efforts were made by Qu'Appelle staff to involve the public in the Agreement, and these efforts were generally appreciated by the community respondents.

Agreement administration was assessed in terms of an "efficiency objective" and a number of indicators. The Evaluation Team concludes that in the early years, the Qu'Appelle administrators did not achieve the objective of managing the Agreement in an efficient and coordinated manner, and in a way which provided due weight to the concerns of Qu'Appelle residents and other affected groups. However, after 1978, the efficiency objective was achieved to a much greater extent.

SECTION A:

BACKGROUND AND METHODOLOGY

1.0 INTRODUCTION

Canada and Saskatchewan signed the Qu'Appelle Subsidiary Agreement in October, 1975. The Agreement was to cover the ten-year period from 1974/75 to 1983/84. The original document specified that the Agreement and its component parts should be evaluated at the expiration or termination of the Qu'Appelle Agreement.

In July, 1983, The Reid, Crowther/DPA Consortium was commissioned by the Qu'Appelle Evaluation Committee to carry out the evaluation. The evaluation process is under the direction of the Qu'Appelle Evaluation Committee, composed of the following six representatives:

Federal:	DREE/ITC - two members Environment Canada - one member Indian Affairs & Northern Development - one member
Provincial:	Saskatchewan Environment - one member Parks and Renewable Resources - one member.

This document constitutes the Consortium's final report.

1.1 Objectives and Scope of the Evaluation

The specific objectives of the evaluation, as described in the Terms of Reference dated May 26, 1983 and discussed at the July 19, 1983 meeting with the Evaluation Committee are:

(1) To review the implementation of programs and measure the results achieved in meeting the Agreement objectives.

(2) To measure the effectiveness with which the Agreement was administered.

(3) To determine the need for future programs or projects to further assist in meeting the original objectives and to make recommendations for future activities and developments.

The scope of the evaluation, as developed from the Terms of Reference and discussions with the Evaluation Committee, includes the following elements.

- Analysis of the Agreement's impacts should cover the full ten-year period, and therefore it should be assumed that the expenditures proposed for 1983/84 actually occur. It was recognized that the ultimate effects of 1983/84 expenditures could not be measured -- they could only be projected.
- More emphasis should be placed on the "effectiveness" of the Agreement rather than on the "efficiency" with which it was delivered. The analysis of efficiency should be restricted to overall Agreement administration, Agreement-wide issues, and delivery factors which had a

significant impact on Agreement and program effectiveness. Detailed assessments of the delivery of individual programs should not be conducted.

- The role and effectiveness of the Public Advisory Council should be examined and a significant portion of the membership interviewed.
- Although an analysis of the Agreement's effects on the Indian residents of the Qu'Appelle is being conducted at the same time as this evaluation, it was agreed that the Qu'Appelle Agreement evaluation should give appropriate weight to the Agreement's effects on Indian people living in the Qu'Appelle Valley and to related issues such as the lack of an Indian component in the Agreement.
- A statistical assessment of the projects and work completed under the Agreement, with some measure of the socioeconomic impacts, should be undertaken to the extent this is possible.
- The study should be based on existing data from the Qu'Appelle Basin Study and data collected during the recreation planning work and the implementation phase of the Agreement. Time and financial contraints limit the collection of new data. Where information is not available, projections should be made based on the experience of the Study Team and information from development and resource management endeavours.
- The interviews in Phase II should include a significant number of residents in the Qu'Appelle Valley and Basin, past and present members of the Public Advisory Council, and representatives of the Special Planning Areas. They should also include "control groups", namely people who were not directly affected by the Agreement such as tourism operators who did not receive assistance and property owners who decided not to sell to the provincial government.
- In the case of highly heterogeneous programs, it will be necessary to move from the program to the project level in order to complete a full evaluation of Agreement activities and the total Qu'Appelle Agreement.
- The evaluation should include as complete a review as possible -- by program, project, and sub-project -- of Agreement expenditures, given the availability of data from annual work programs, annual reports, and other Agreement documents.
- The report is to be presented to the Evaluation Committee in draft form. Input from both the Management Board and the Public Advisory Council are to be obtained at a joint meeting.

- The evaluation study was originally to be completed by December 31, 1983, but this deadline was extended to February 15, 1984.

The remainder of this report is organized as follows:

Chapter 2 presents a brief overview of the Agreement.

Chapter 3 describes the history of the Agreement and the background circumstances.

Chapter 4 outlines the evaluation approach and plan developed and applied by the Consortium.

Chapters 5 to 7 assess the effectiveness of the Agreement and its component programs in terms of their objectives.
Chapter 5 summarizes the evaluation of the 15 Agreement "programs" as defined for this evaluation.
Chapter 6 discusses the Agreement-wide issues which are viewed as critical to Qu'Appelle effectiveness.
Chapter 7 assesses the Agreement's effectiveness in terms of its objectives, and offers concluding comments.

Chapter 8 discusses the delivery and administration of the Agreement.

The detailed analysis of the impacts, effects, and contributions of each Qu'Appelle program are presented in Appendix A. Appendix B describes recent tourism and recreation trends in the Qu'Appelle and in the total Province of Saskatchewan. The remaining Appendices provide the interview guides which were used, lists of the people interviewed in each phase, and the statistical tables which were developed to support the analysis in the text.

2.0 THE QU'APPELLE AGREEMENT: AN OVERVIEW

The Canada-Saskatchewan Qu'Appelle Agreement is a federal-provincial initiative designed to improve the environment of the Qu'Appelle Valley, establish effective environmental management practices, and expand the recreation and tourism industry based on the natural, historic, and cultural resources of the Qu'Appelle Valley.

As illustrated in Exhibit 2.1, the Agreement covers the entire Qu'Appelle Basin which extends from the headwaters of the Qu'Appelle River, near Lake Diefenbaker, to its confluence with the Assiniboine in Manitoba, a distance of 250 miles. The Basin encompasses an area of some 20,000 square miles. Most emphasis was to be placed on the development of the Qu'Appelle River Valley which traverses the entire length of the Basin and has a total area of approximately 560 square miles. At the time the Agreement was signed, the Qu-Appelle River Basin had a total population of about 330,000 persons. The City of Regina accounted for well over 40 percent of this total; the City of Moose Jaw accounted for about 10 percent.

2.1 Agreement Objectives

The stated objectives of the Agreement, which have remained unchanged through the full ten year period, are:

"(a) to ensure the long-term productivity of the Qu'Appelle Valley's recreation and tourism resource base, including the natural environment, historic resources, cultural heritage and hospitality industry;

(b) to increase the benefits from utilization of this resource base in terms of:
  - improved incomes and greater diversity of employment opportunities for residents of the Qu'Appelle Valley; and
  - increased recreational opportunities for residents of nearby urban centres, particularly Regina and Moose Jaw, thereby influencing individual locational decisions of employers and members of the labour force in favour of these centres; and

(c) to improve the management of the land and water resources of the Qu'Appelle Valley to meet existing and future uses of these resources."

The underlying strategy for the development of the recreation and tourism industry in the Qu'Appelle Valley is based on the development of the natural and man-made attractions and services and facilities for both the resident and non-resident market.[1] The strategy includes the following elements:

- The strategy is based on the assumption that the majority of users would come from nearby urban areas (Regina, Moose Jaw, Melville, and Yorkton). It is

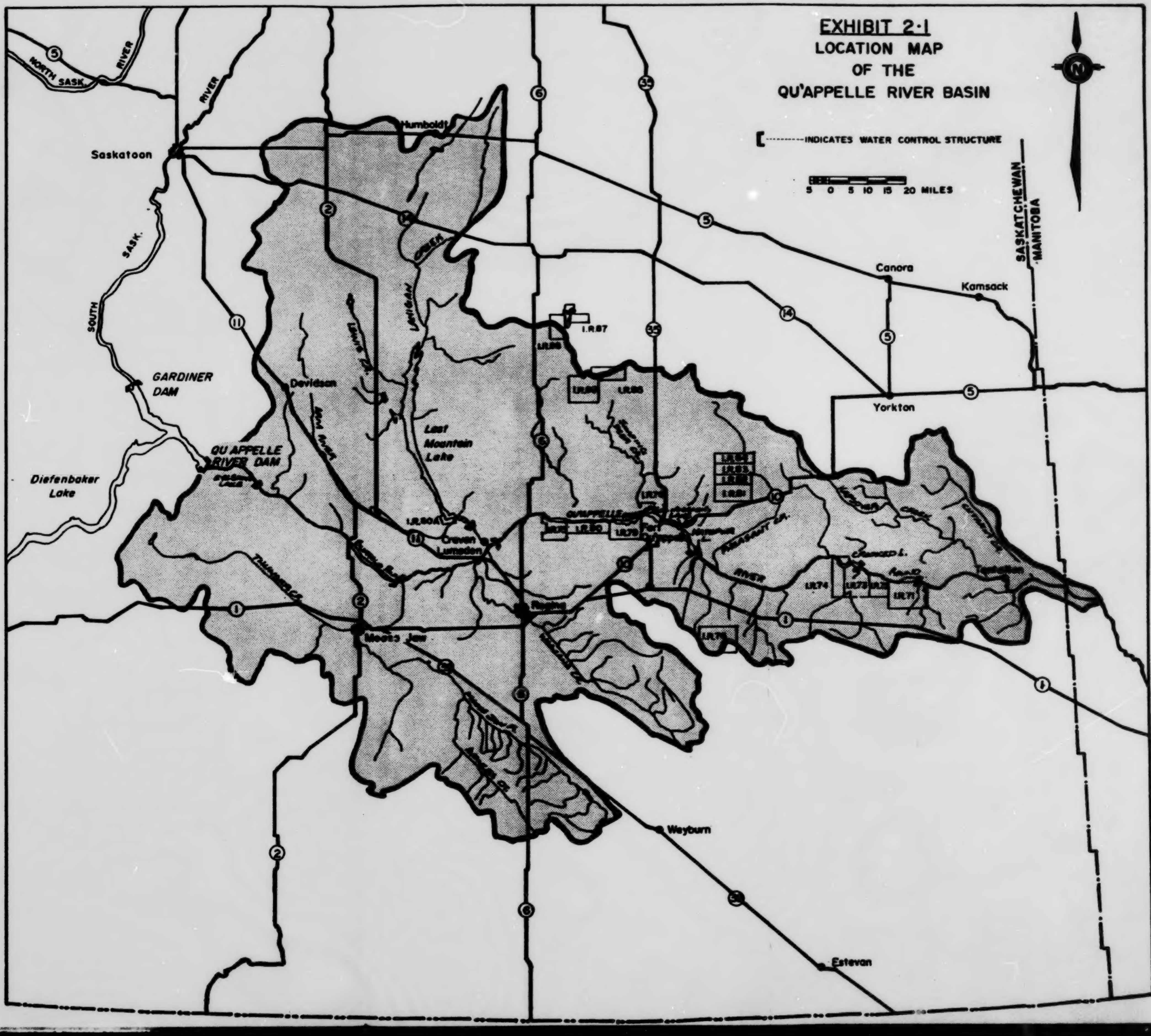


EXHIBIT 2-1

LOCATION MAP OF THE QU'APPELLE RIVER BASIN

assumed that non-residents would be drawn from travellers following the Trans-Canada Highway.

- The intention of the strategy is to develop selected destination points with high potential for year-round usage.
- The strategy recognizes the potential role of the Indian reserve lands for tourism and recreation development. The development of the Last Oak Park area on four Indian Reserves near Broadview was cited as an example of an activity complementary to the work called for in the Agreement.
- After a detailed planning phase, the initial emphasis was to be on maximizing the benefits from the existing local recreation demand from nearby urban populations; subsequent development was to be aimed at creating additional demand, particularly from the non-resident market.
- An important element of the strategy is the establishment of an integrated road system to join attractions and facilities development and to improve access to and within the valley.
- The strategy recognizes that the development of tourism and recreation uses should be compatible with viable agriculture operations.
- The initial emphasis of the strategy was on environmental issues, including environmental enhancement and protection, comprehensive land and water use management, flood control, and improved conveyance capacity of the system.

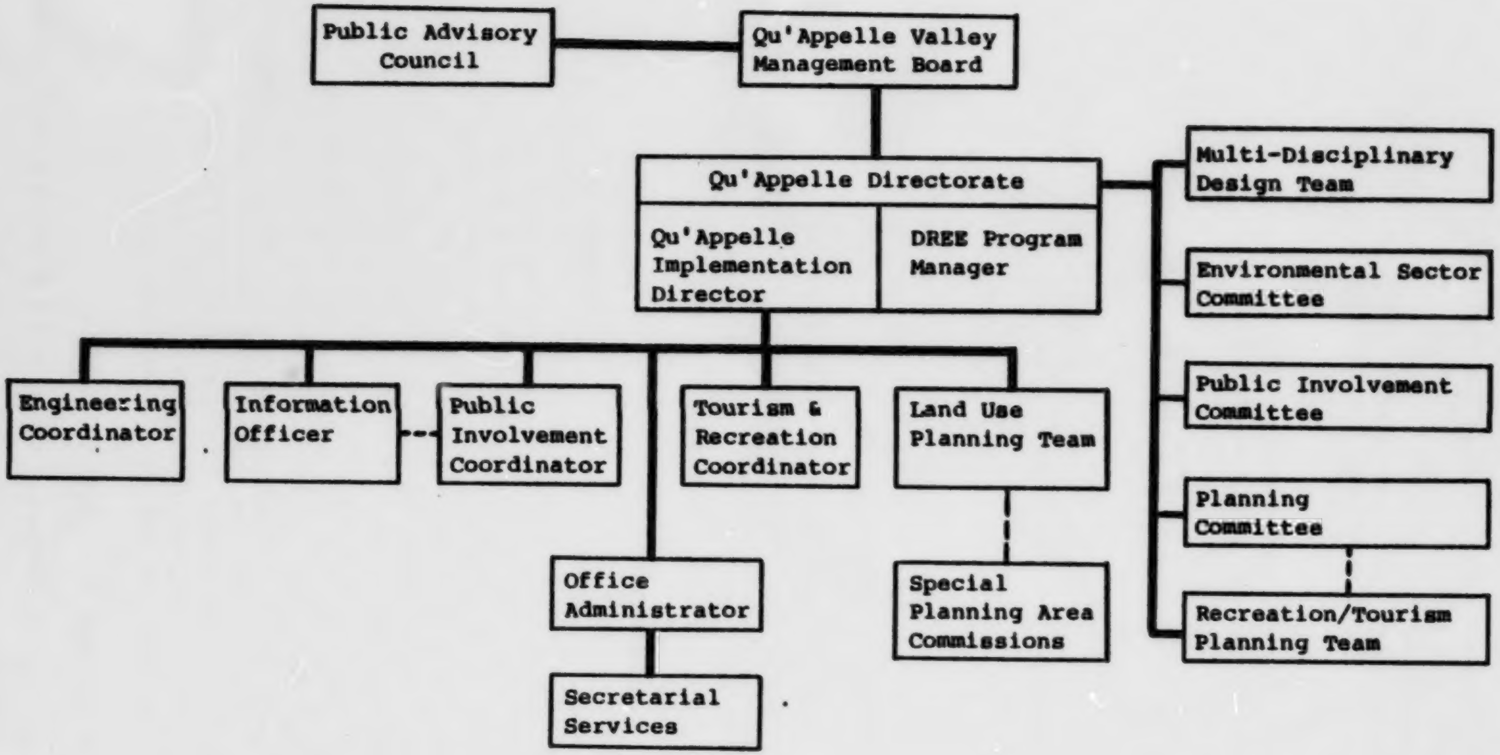
2.2 Agreement Management

The Agreement is managed by the Qu'Appelle Valley Management Board, co-chaired by representatives of DREE and Saskatchewan Environment. The Implementation Directorate, comprised of a federal coordinator from DREE and the Director of Implementation appointed by Saskatchewan Environment, is responsible for the day-to-day administration of the Agreement. In accord with the Agreement, a Public Advisory Council was established to advise the Board on behalf of members of the public affected by initiatives under the Agreement. Exhibit 2.2 outlines the Qu'Appelle Implementation Organization which was in place for much of the ten year implementation period. Many of the Committees and Teams listed on the far right side of the exhibit -- the Planning Committee, the Recreation/Tourism Planning Team, The Public Involvement Committee, and the Environmental Sector Committee -- are no longer active.

2.3 Structure of the Agreement

The Qu'Appelle Agreement is a very diverse and comprehensive

EXHIBIT 2.2: QU'APPELLE IMPLEMENTATION ORGANIZATIONAL CHART


Public Advisory Council
Qu'Appelle Valley Management Board
Qu'Appelle Directorate
Qu'Appelle Implementation Director
DREE Program Manager
Multi-Disciplinary Design Team
Environmental Sector Committee
Public Involvement Committee
Planning Committee
Recreation/Tourism Planning Team
Engineering Coordinator
Information Officer
Public Involvement Coordinator
Tourism & Recreation Coordinator
Land Use Planning Team
Special Planning Area Commissions
Office Administrator
Secretarial Services

agreement which encompasses a wide range of initiatives and a number of funding and delivery agencies. The Agreement incorporates 11 programs, 21 projects, and many sub-projects ranging from water quality monitoring and research to land purchases and development incentives for privately owned tourist operations.

The Qu'Appelle Agreement programs and projects are organized into three sectors:

1. Environmental Improvement and Management

The purpose of this sector is to improve the quality of the environment of the Qu'Appelle Valley, particularly its water resources, and to establish effective environmental management to preserve the natural resources. Programs and projects are designed to provide for the continuation of existing activity in the area, as well as to ensure a base for future tourism and recreation development. The activities include initiatives to manage land and water resources, municipal waste treatment, and the purchase of flood-prone land.

2. Tourism and Recreation Development Sector

Programs and projects in this sector are based on the premise that the major social and economic benefits of environmental management in the Qu'Appelle Valley will be achieved through development of the area as a major recreation base for nearby urban residents and tourists alike. The Agreement discusses in broad terms the types of programs which may be needed.

The Agreement, as drafted in 1975, noted that program outlines and costs were preliminary and subject to change based on the results from the planning process. Programs that have been implemented, however, are the same as those described in the original Agreement. These include activities related to planning, historic/recreation corridor development, development of public tourism facilities, the provision of commercial development loans and incentives, the acquisition of lands with high potential for public recreation use, and infrastructure and other assistance to communities in the Qu'Appelle Valley.

3. Implementation

This sector was to ensure the coordinated implementation of activities under the Agreement. In addition, it covers the operating costs of the Qu'Appelle Valley Implementation Agency, and provides funds for the expenses of the Public Advisory Council and for developing and maintaining an information system (as required under the Agreement).

2.4 Agreement Expenditures

Of the total estimated cost of \$33,700,000[2], the maximum federal contribution (excluding CMHC loans) was not to exceed \$17,960,000 (or about 53% of the total). Federal funding was provided by Environment Canada, DREE, and Parks Canada. The provincial share of $15,740,000 was to be provided by a number of Saskatchewan departments, including Environment, Agriculture, Municipal Affairs, Urban Affairs, Tourism and Renewable Resources (now Parks and Renewable Resources), and Culture and Youth. Although the overall federal-provincial cost-sharing ratio was 53:47, the ratio varied considerably across programs (see Appendix C, Table C-4).

The Agreement was not viewed as a separate "pot of money", but as a commitment on the part of both governments to cost-share expenditures up to certain limits. The province was responsible for the delivery of all programs except for Program 2.5 Commercial Development Incentives, which was administered by DREE.

The annual expenditures under the Qu'Appelle Agreement from 1974/75 to 1983/84 (proposed) are presented in Exhibit 2.3. For comparison, the annual requests of the Qu'Appelle Management Board and the amounts approved by provincial Treasury Board are also presented.

EXHIBIT 2.3: ANNUAL EXPENDITURES UNDER THE QU'APPELLE AGREEMENT: 1974/75 TO 1983/84 ($'000)

Fiscal Year	Requested by Management Board[1]	Approved by Provincial Treasury Board[1]	Spent During Fiscal Year	Cumulative To Date
1974/75	3,572	3,572	1,045	1,045
1975/76	5,527	3,756	2,275	3,320
1976/77	4,419	3,699	2,336	5,656
1977/78	4,726	2,727	1,799	7,455
1978/79	4,466	3,506	3,382	10,837
1979/80	3,472	2,249	2,421	13,258
1980/81	2,496	2,240	2,199	15,457
1981/82	4,162	3,450	3,400	18,857
1982/83	6,823	5,561	4,146	23,003
1983/84	5,119	2,722[2]	2,722[2]	25,725

[1] Also includes proposed funding for Commercial Development Incentives which is totally funded by the federal government.

[2] In 1983/84, it is assumed that approved funds will actually be expended.

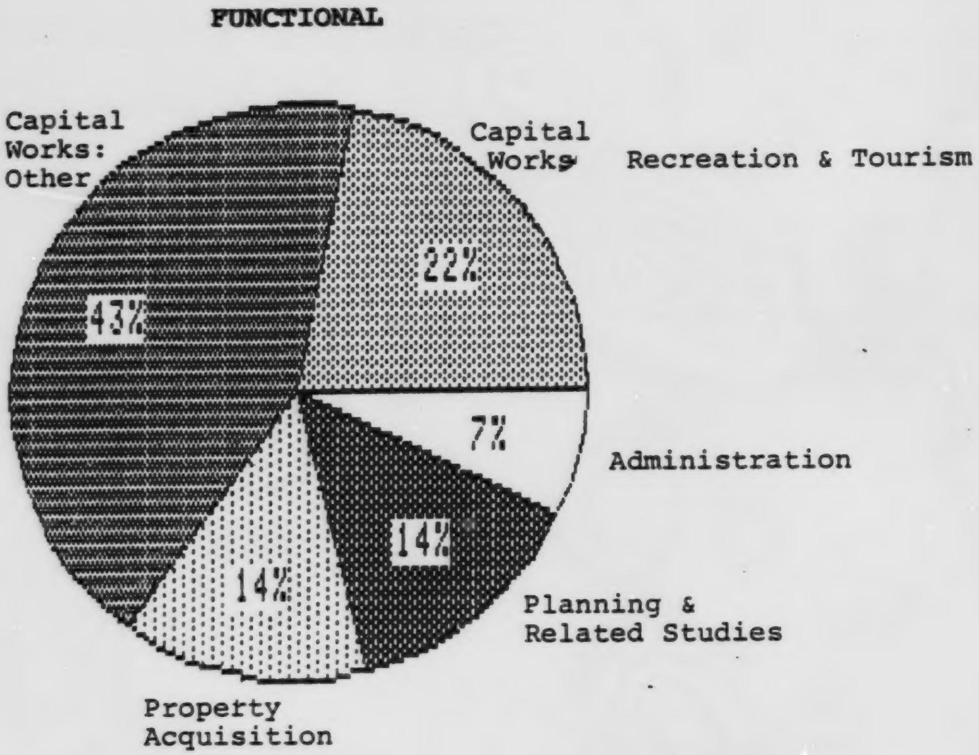
Exhibit 2.4 (on page 2-7) compares the planned and actual expenditures on a program-by-program basis. Exhibit 2.5 (page 2-8) provides the functional and community breakdowns of expenditures, as estimated by the Evaluation Team. Further information on proposed and actual expenditures is provided in Appendix C, Table C-2.

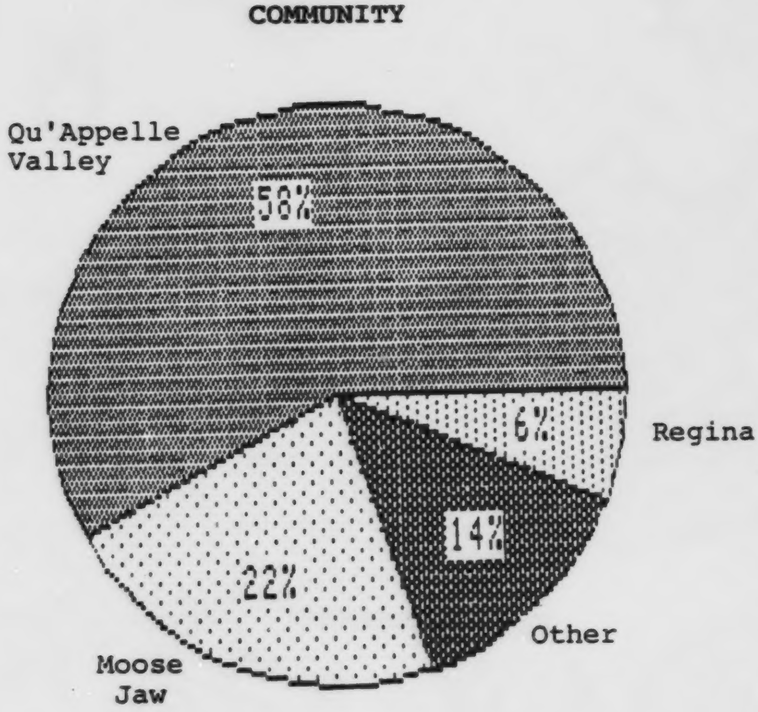
EXHIBIT 2.4: COMPARISON OF PLANNED AND ACTUAL EXPENDITURES BY PROGRAM, 1974/75 TO 1983/84

		Planned Funding[1]		Actual Funding	
	Program	$'000	% of Total	$'000	% of Total
1.1.1	Water Quality Monitoring and Research	200	0.6	241	0.9
1.1.2	Livestock Pollution Controls	600	1.8	1,440	5.6
1.1.3 to 1.1.6; 1.1.8	Flood Protection Works: Wascana Creek, Moose Jaw R., Lumsden, Tantallon; Flood Hazard Mapping	4,583	13.8	5,192	20.2
1.1.7	Conveyance System Improvement	5,250	15.9	2,149	8.4
1 1.9	Land Use Planning	1,000	3.0	1,946	7.6
1.2	Municipal Waste Treatment	4,200	12.7	4,202	16.3
1.3	Flood Prone Land Purchase	4,000	12.1	1,372	5.3
	Residual[2]	2,367	7.2	--	--
	Subtotal: Sector I	**22,200**	**67.1**	**16,542**	**64.3**
2.1	Tourism & Recreation Planning	1,000	3.0	1,083	4.2
2.2	Historic/Recreation Corridor Development	2,000	6.0	2,709	10.6
2.3	Tourism Facilities Development	4,000	12.1	1,969	7.7
2.4	Commercial Development Loans	2,000[3]	--	0	--
2.5	Commercial Development Incentives	1,000	3.0	655	2.5
2.6	Alternate Land Use	500	1.5	732	2.8
2.7	Community Development Incentives	400	1.2	256	1.0
	Subtotal: Sector II	**8,900**	**26.9**	**7,404**	**28.8**
3.1	Implementation	2,000	6.0	1,779	6.9
	TOTAL AGREEMENT	**33,100**	**100.0**	**25,725**	**100.0**

[1] As amended in July, 1982.
[2] Not accounted for in program profiles.
[3] Not included in Sector and Agreement totals.

EXHIBIT 2.5: FUNCTIONAL AND COMMUNITY DISTRIBUTIONS OF QU'APPELLE EXPENDITURES: 1974/75 to 1983/84





The main features of spending under the Agreement are as follows:

- Annual expenditures were slow to build momentum and did not reach their maximum level until 1982/83. This was partly intentional, since funding under Sector 2 was held back until the Tourism and Recreation Plan was completed. In addition, actual expenditures fell far short of proposed and approved spending in the early years. The spending shortfalls were well over $1,000,000 dollars in each of the first three years and the shortfall in 1977/78 was over $900,000. As a consequence, central agencies in the provincial government became skeptical about the capabilities of some Qu'Appelle programs and delivery agencies to achieve spending targets. This skepticism continued, to some degree, throughout the Agreement.

- As illustrated in Exhibit 2.3, the amounts requested by the Qu'Appelle Management Board were generally significantly reduced by provincial Treasury Board. This had significant implications for program planning and Agreement coordination. The major reductions in spending made by the Treasury Board in 1983/84 largely reflect the change in the provincial government in the Spring of 1982 and the restraint program introduced by the new government.

- An amendment in July, 1982 lowered the total funds available to Sector 2 by $600,000. The amendment involved shifting funds to a program with a higher federal/provincial cost-sharing ratio. Total Agreement funds were reduced in order to maintain the maximum federal contribution at its original level.

- Even if the expenditures proposed for 1983/84 actually occur, the Agreement will be underspent by more than $7 million. This largely reflects unexpended funds in three areas: the conveyance system improvement project; the purchase of flood prone lands, and tourism facilities development. The overall shortfall in expenditures is especially significant in light of the high rate of inflation which has prevailed over much of the past decade. The actual rate of inflation has been much higher than the rate which would have been used in preparing the original funding estimates.

- In some instances, actual program funding exceeds planned funding. Most of these over-expenditures would be handled by transferring funds from other programs in the same Sector. However, in a few cases, this would not be possible because different federal departments provided the cost-sharing. .

- Sector 1 programs account for the majority of Qu'Appelle spending. Sector 1's share of total spending is estimated at 64% for the full ten years of the Agreement, compared to a share of 66% under the planned expenditures in the original Agreement. In general terms, the sectoral distribution of actual funding is fairly close to the planned distribution by sector, but there are sharp differences between planned and actual funding on a program-by-program basis (as outlined in Exhibit 2.4 and Appendix D, Table D-1).

In Sector 2, actual spending fell short of proposed funding by about $1.5 million. It should be noted that the initial planners of the Agreement expected the Sector 2 funds in the original Agreement to be exhausted after a few years; additional funds would then have been provided through an Agreement amendment.

- The functional distribution indicates that capital works of all types were the dominant expenditure category in the Agreement, accounting for nearly two-thirds of total spending. Property acquisition and planning (and related) studies accounted for most of the remainder.
- The community breakdown (see Exhibit 2.5) indicates that nearly three-fifths of the Agreement's expenditures resulted in direct tangible benefits to Qu'Appelle communities and residents in the form of new capital works, construction or operating employment, or proceeds from property sales. Moose Jaw's share of Qu'Appelle expenditures is over one-fifth; the remainder is accounted for by Regina and a category which cannot be distributed by community. The significant share going to Moose Jaw reflects the serious damage caused by the 1974 flood in that city, Moose Jaw's strong interest in the Agreement as a flood protection measure, and the ability of the Moose Jaw Council and civic officials to negotiate with Agreement administrators and access Qu'Appelle funds.
- No funding has occurred under Program 2.4, Commercial Development Loans, which was to be administered by SEDCO. The figure of $2,000,000 included in the original Agreement was an estimate of the loan financing which would be required to support $1,000,000 in development incentives (under Program 2.5). Beyond this, the program was included to raise the provincial side of the cost-sharing ratio.

FOOTNOTES

1. The information on the Agreement strategy is taken from the Agreement itself and from Appendix I of the Qu'Appelle Agreement Annual Report of March 31, 1977.
2. This figure excludes SEDCO loans (Program 2.4) and CMHC financing in Program 1.2.

3.0 HISTORY OF THE QU'APPELLE AGREEMENT

The consultations indicated clearly that the Qu'Appelle Agreement was intended to address a diversity of concerns and interests, and that different groups and individuals give different weights to factors they consider led to the Agreement. Some of the underlying factors are as follows:

- Problems with the water quality of lakes, as well as variable lake levels and the flooding of agricultural lands became increasingly evident through the late 1960's. Concern was expressed by both permanent residents and cottage owners in the Valley. As noted in the Qu'Appelle Basin Study, the most significant water quality concerns related to aquatic weeds in the lakes, which made them unattractive and limited their potential for various uses. The major source of pollution was the effluent from sewage facilities in Regina and Moose Jaw. Pollutants from fertilizers, livestock production, and recreational facilities were also believed to affect water quality.
- A significant constraint to development in the Valley and a major problem in other parts of the Basin was the spring flooding that followed winters of exceptional snowfall. For example, serious flooding occurred in the Spring of 1974.
- Many federal and provincial planners believed that the Qu'Appelle was Saskatchewan's greatest tourism and recreation resource and could be the location of a major year-round destination-type resort complex. However, in many parts of the Valley, development was occurring in a virtually uncontrolled manner. For example, the number of cottages at the lakes more than doubled to 5,500 over the 15 year period up to the early 1970's. This had resulted in an imbalance between attractions, facilities, and services, in great seasonality of use, and in deterioration of the recreation resource. There was concern that the continuation of uncontrolled development would seriously harm the environment and could preclude development options of potentially significant value.
- Parks Canada was interested in preserving the historic resources of the Qu'Appelle Valley which included the sites of some of the most significant events of the early Canadian West.
- Development opportunities related to recreation and tourism in the Qu'Appelle were specifically identified in Schedule "A" of the General Development Agreement (GDA) between the Canadian and Saskatchewan governments. At that time, federal and provincial planners were particularly interested in job creation that would result from tourism and recreation development in the Valley. In addition, DREE was looking for an opportunity to test the capability of the GDA as a

coordinating mechanism for implementing a wide range of programs which were funded and/or delivered by a number of different federal and provincial departments. The Qu'Appelle appeared to offer an ideal opportunity to test this potential.

- In the early 1970s, the federal government was interested in strengthening Regina as a "growth centre" in the Prairies. An industrial base for Regina was being fostered by support of such ventures as the IPSCO pipemill. Enhancing the recreation and tourism base of the Qu'Appelle was seen as one tool for attracting businesses and workers to Regina.

The major dates in the formulation, negotiation, and implementation of the Qu'Appelle Subsidiary Agreement are as follows:

1967	The Saskatchewan government designated the Qu'Appelle River a multi-purpose development area, and began laying the foundation for a comprehensive study of the Basin.
Early 1969	The federal Department of Regional Economic Expansion was established.
August, 1970	The governments of Canada, Saskatchewan, and Manitoba signed the Qu'Appelle Basin Study Agreement. The purpose of the Agreement was to develop a comprehensive framework plan for the development and management of water resources for social betterment and economic growth in the Qu'Appelle Basin. A five-member Qu'Appelle Basin Study Board was established, which appointed a Study Director and staff to initiate and supervise the program. A Public Advisory Group was also established to advise the Study Board and Director. At this time, the Department of the Environment was the lead federal agency, and Saskatchewan Environment was the lead provincial agency.
1971	The Qu'Appelle Basin Study Board held public hearings at Melville, Broadview, Fort Qu'Appelle, Regina, and Moose Jaw in February. In October, a 2-1/2-day workshop was conducted in Regina to involve the public in identifying planning objectives.
1972/73	The extensive departmental review of DREE operations culminated in the decentralization of many DREE activities, the expansion of the DREE Saskatchewan office and the signing of GDA's with nine provinces. The Qu'Appelle Basin Study was completed in October, 1972 and was officially released in February, 1973. The study, which focussed on

	land and environmental issues, recommended measures to improve water quality and supply, land and water surface use, and to adjust the flood hazard potential. There was extensive discussion of the report, including meetings throughout the Valley. Media coverage was also extensive.
1973/74	A federal/provincial Implementation Group was established to develop a plan of action and to identify areas of joint federal/provincial responsibility which could be incorporated into a federal/provincial agreement. Work started on drafting the Agreement.
February, 1974	The Saskatchewan GDA was signed. At about the same time, it became clear that Federal Environment was not likely to fund implementation of the Basin plans. (This reflected both budget constraints and the lack of a funding mechanism.) Discussions were started with DREE which saw a link between environmental improvements and recreation/tourism development in the Qu'Appelle. Drafting of the Agreement continued through the first months of 1974.
Spring, 1974	A major flood occurred in the Qu'Appelle Valley and Basin, which provided a great deal of impetus to the Agreement. The province successfully pressured the federal government to (a) establish an Interim Implementation Board designed to coordinate development planning and implementation for the Qu'Appelle, and (b) to authorize retroactive cost-sharing.
Spring, 1975	The Qu'Appelle Implementation Office was established at Fort Qu'Appelle.
Summer, 1975	A consultant's report was submitted on a proposed scenic parkway through the Qu'Appelle Valley. It was decided not to proceed with the project since the benefits from the parkway were not thought to justify the large public investment.
October, 1975	The Qu'Appelle Subsidiary Agreement was signed and permanent implementation mechanisms were established. Cost-sharing was made retroactive to 1974/75.
Late 1975	A Planning Team was established within the Saskatchewan Department of Tourism and Renewable Resources to prepare tourism and recreation plans for the Qu'Appelle Valley.
Late 1976	Six Special Planning Areas and Commissions were established to decide on land use zones and

	subsequent land use regulations to control development in the Valley. The Areas and Commissions were to remain in effect for four years.
1977	Qu'Appelle staff prepared guidelines for reviewing applications under the Commercial Development Loans and Commercial Development Incentives programs (Programs 2.4 and 2.5). These guidelines were reviewed and accepted by the Management Board.
June, 1978	A workshop was held to assess the organization and effectiveness of Qu'Appelle implementation. Results from the workshop were used to improve the Agreement's administration in a number of ways.
September, 1978	The report, "Tourism and Recreation Development Strategies for the Qu'Appelle Valley", was published. (This report is generally known as the Concept Plan.)
October, 1978 to March, 1979	A public involvement program designed to allow residents of the Qu'Appelle Basin to participate in planning tourism and recreation development in the Valley was implemented. The program was conducted under the auspices of the Public Advisory Council and included information meetings, a newspaper tabloid and comment sheet (distributed during the week of October 23, 1978), an information trailer, public hearings, and direct mailings to landowners in the Valley.
Summer, 1979	A summary report on the Public Involvement program in the Tourism and Recreation Plan was published.
August, 1979	The Qu'Appelle Valley Indian Development Authority (QVIDA) was established. It was designed to protect Indian rights and to seek out development opportunities for Indian lands and communities in the Valley.
March, 1982	The guidelines for reviewing incentive grants were reviewed, and the system was streamlined. One major change was that applications were no longer screened by the Implementation Office.
Summer, 1982	The Special Planning Area Commissions were replaced with District Planning Commissions which have greater authority and are able to make decisions on land use or zoning without the approval of the provincial Minister of Urban Affairs.
July, 1982	The amendment to the Agreement was signed to reallocate funds among programs in Sector 2.

May, 1983	The Qu'Appelle Implementation Office at Fort Qu'Appelle was closed. Office staff were reassigned to provincial offices in Regina and given additional responsibilities.
July, 1983	A Provincial decision was made to complete the conveyance program and to negotiate a new Agreement with Environment Canada for cost-sharing beyond the termination date of the Qu'Appelle Agreement.

This chronology indicates that the Qu'Appelle initiative has a long history. Other points suggested by the chronology include:

- Planning on water quality and management pre-dated the Agreement, but planning on tourism and recreation only started after the Agreement was signed and took close to four years to complete. This is consistent with the view expressed during the consultations that the Qu'Appelle Agreement started as a water quality and management initiative and that the tourism and recreation programs were "patched on" at a later date.
- Public involvement has been an integral part of the Qu'Appelle work since the early 1970's. However, in the case of tourism and recreation, a public participation process was implemented only after the Concept Plan was virtually completed.
- The spring flood of 1974 greatly accelerated the formulation of the Agreement, leading perhaps to a public perception that the Qu'Appelle Agreement was first and foremost a flood control initiative.
- Over the years, attempts were made to improve the administration of the Agreement, and to streamline the decision-making process at the program level and for the total Agreement.

The chronology also illustrates that the Qu'Appelle Agreement was designed to address a diversity of concerns and interests and that it may well have meant different things to different people in both the public and private sectors.

4.0 EVALUATION APPROACH

4.1 Overview

Exhibit 4.1 illustrates the approach used in the evaluation.

A major component of the first phase of this assignment was the preparation of an Evaluation Plan, based on the method developed by the Office of the Comptroller General. The Evaluation Plan required that the Evaluation Team develop a clear understanding of all objectives of the Agreement, including the formally documented objectives and the implied objectives of the agencies involved. This was done by reviewing Agreement documentation and consulting with government officials. The same sources were used to identify the key issues to be addressed in the evaluation and to assist in identifying the socioeconomic indicators to be used in measuring the achievements of individual programs and the total Agreement.

At the end of the Phase I work plan, the Evaluation Team met with the Evaluation Committee to confirm the Team's understanding of the objectives and key issues, and to finalize the Evaluation Plan.

Phase II involved the collection and analysis of statistical and other information, interviews with programs managers, Valley residents, and other key contacts, and the preparation of brief evaluations of each of the 15 "programs" (as defined for this evaluation) comprising the Agreement. The resulting "program profiles" are presented in Appendix A.

Phase III integrated the results from the first two phases in order to assess the overall effectiveness of the Agreement and the efficiency with which the total Agreement was implemented.

4.2 Agreement Objectives and Indicators

The stated objectives of the Agreement are described in Chapter 2. The Agreement's objectives can be viewed as part of a hierarchy which starts with the objectives for the General Development Agreement (considered to be the ultimate objectives for any Saskatchewan subsidiary agreement), then moves to the objectives for the Qu'Appelle Agreement (considered to be the strategic objectives), and finally to the sector objectives. This hierarchy is illustrated in Exhibit 4.2. It is noteworthy that the three Qu'Appelle Agreement objectives relate fairly directly to the first four GDA objectives. As discussed earlier, tourism and recreation development in the Qu'Appelle was an explicit part of the strategy underlying the GDA.

The consultations indicated that the stated objectives of the Qu'Appelle Agreement have not changed since 1975. However, respondents suggested that the following aspects should be taken into account in evaluating the Agreement:

EXHIBIT 4.1: THE EVALUATION PROCESS

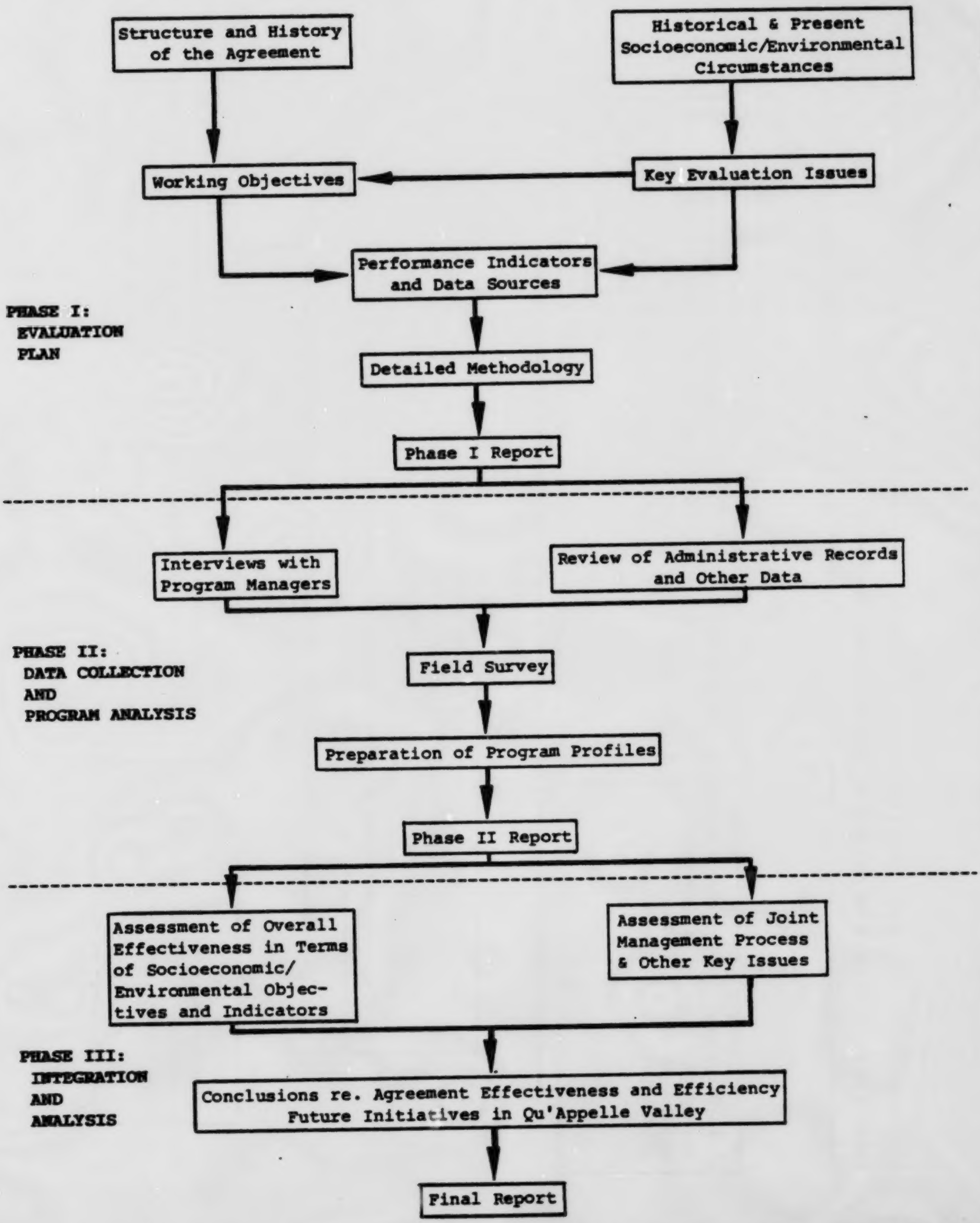
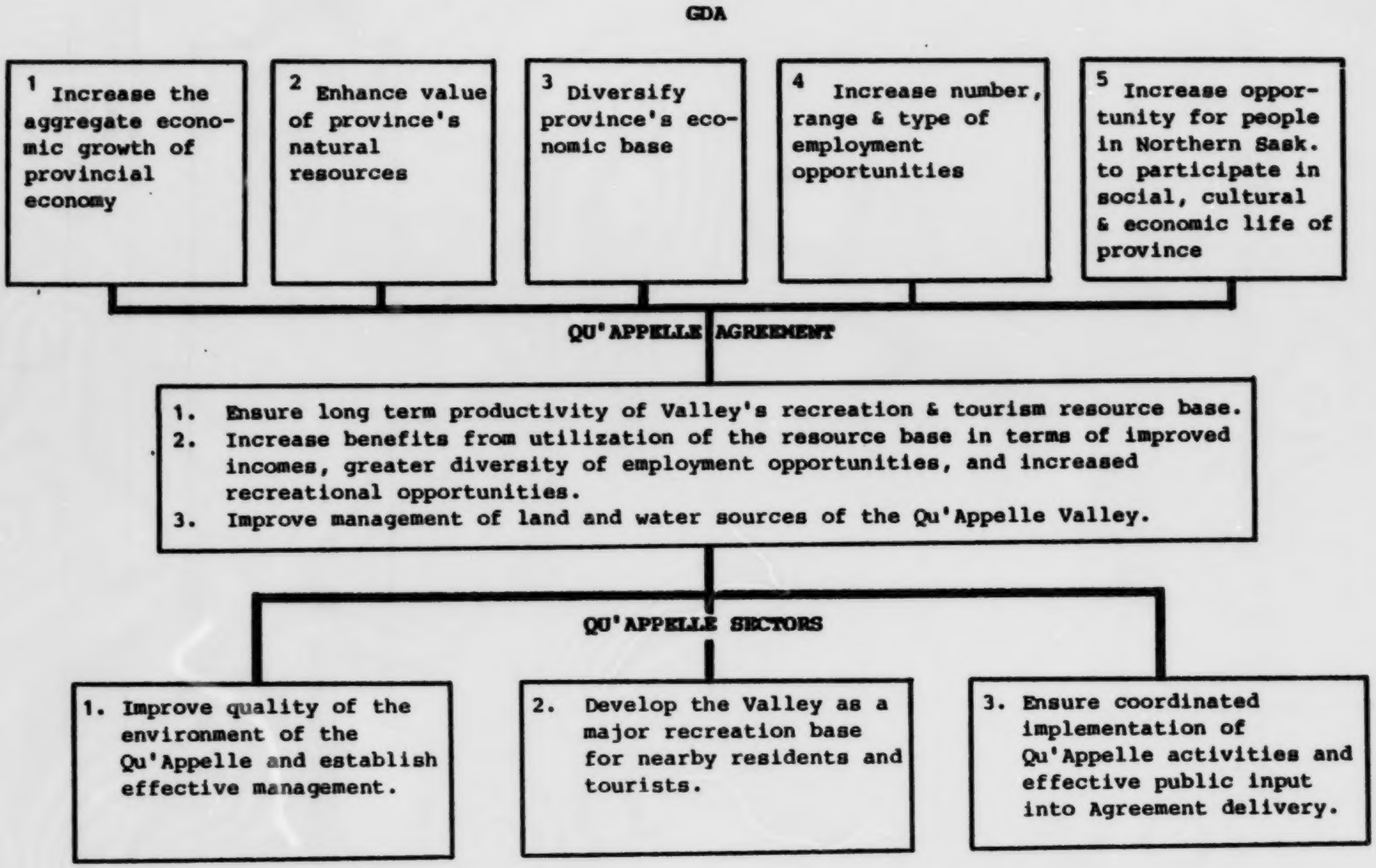

Structure and History of the Agreement
Historical & Present Socioeconomic/Environmental Circumstances
Working Objectives
Key Evaluation Issues
Performance Indicators and Data Sources
PHASE I: EVALUATION PLAN
Detailed Methodology
Phase I Report
Interviews with Program Managers
Review of Administrative Records and Other Data
PHASE II: DATA COLLECTION AND PROGRAM ANALYSIS
Field Survey
Preparation of Program Profiles
Phase II Report
Assessment of Overall Effectiveness in Terms of Socioeconomic/Environmental Objectives and Indicators
Assessment of Joint Management Process & Other Key Issues
PHASE III: INTEGRATION AND ANALYSIS
Conclusions re. Agreement Effectiveness and Efficiency Future Initiatives in Qu'Appelle Valley
Final Report

EXHIBIT 4.2: HIERARCHY OF OBJECTIVES FOR QU'APPELLE AGREEMENT



GDA

1 Increase the aggregate economic growth of provincial economy

2 Enhance value of province's natural resources

3 Diversify province's economic base

4 Increase number, range & type of employment opportunities

5 Increase opportunity for people in Northern Sask. to participate in social, cultural & economic life of province

QU'APPELLE AGREEMENT

1. Ensure long term productivity of Valley's recreation & tourism resource base.
2. Increase benefits from utilization of the resource base in terms of improved incomes, greater diversity of employment opportunities, and increased recreational opportunities.
3. Improve management of land and water sources of the Qu'Appelle Valley.

QU'APPELLE SECTORS

1. Improve quality of the environment of the Qu'Appelle and establish effective management.

2. Develop the Valley as a major recreation base for nearby residents and tourists.

3. Ensure coordinated implementation of Qu'Appelle activities and effective public input into Agreement delivery.

(1) The three Qu'Appelle objectives are quite general in nature and are subject to interpretation. For example, it appears that most provincial departments emphasized the environmental quality and management elements of the objectives, while the lead federal department emphasized the tourism and recreation development elements.

(2) From the federal perspective, one purpose of the Qu'Appelle Agreement may have been to influence provincial priorities in order to give greater weight to tourism development in Saskatchewan.

(3) Federal Environment viewed the Agreement as an important mechanism for carrying out its responsibilities in the areas of water management and conveyance in Western Canada.

(4) The federal government, especially DREE, wished to use the Qu'Appelle Agreement to test the GDA as an enabling instrument for coordinating the delivery of a wide range of programs funded and administered by many different government departments (federal and provincial).

(5) The province may have seen the Qu'Appelle as an instrument for securing federal cost-sharing for provincial programs which would have been implemented by the province in any event. (This point is in conflict with point (2), which may help to explain some of the federal-provincial tensions which arose in implementing many subsidiary agreements under the GDA.)

(6) There are potential inconsistencies among these objectives. For example, the achievement of the second objective could result in increased tourism and recreation use during periods and in locations which are already operating at full capacity. This would, in turn, mitigate against the achievement of the other two objectives (which are generally directed toward improving the quality of the environment). It should be noted that the Agreement planners and managers were aware of this potential inconsistency and attempted to plan and implement accordingly.

The above points could be considered to be unstated objectives of the Qu'Appelle Agreement. However, most of the points are better viewed as expansions or qualifications to the three stated objectives. Therefore, as agreed with the Evaluation Committee, the stated objectives were used as the working objectives against which the effectiveness of the Agreement was evaluated, and the above six points were used as background to the analysis.

To measure the extent to which the Agreement's objectives were achieved, it was necessary to prepare performance indicators. Because the Agreement encompasses a wide range of initiatives, the performance indicators for the total Agreement had to be strongly linked to the objectives and performance indicators for individual programs and projects.

With this as a general guideline, performance indicators were prepared as follows:

1. Performance indicators were prepared for each of the 15 programs included in the Agreement.[1]

2. The degree of linkage between each program and each Qu'Appelle objective was established in order to identify the performance indicators relevant to each Agreement objective.[2] This ensured that the evaluation of Agreement objectives was consistent with the assessment of program performance.

3. Based on the linkages established in Step 2, a set of performance indicators was proposed to assess the achievement of each Qu'Appelle objective. Data sources for each indicator were also identified.

4. The proposed indicators and data sources were reviewed with the Evaluation Committee at the end of Phase I, and, after some modifications, agreement was reached on the indicators and sources to be used.

In developing indicators for individual programs or for the total Agreement, we took the approach that there are no single measures of program or Agreement impacts and achievements. Furthermore, different groups of people may have very different views of what constitutes success in a program or in the total Agreement. Therefore, we included several different measures of effectiveness for each program and the Agreement as a whole. Both objective and subjective measures were used, including the personal opinions of those involved in Agreement activities. Different data sources and interview groups were also used. By comparing information from different sources, we were able to develop conclusions about the Agreement's achievements that are balanced and defensible.

The agreed upon indicators and data sources are shown in Exhibit 4.3. The exhibit also includes an efficiency objective which was proposed to evaluate the joint management process.

Exhibit 4.3 suggests that many of the same data sources were used for each effectiveness objective (although some sources are more important than others). This situation reflects the general nature of the objectives and the fairly large number of data sources associated with each.

The Evaluation Team recognized that some aspects of these objectives would be difficult to evaluate. For example, the first objective is somewhat vague in its wording and intent. Its full evaluation would require the measurement of such indicators as tourist visitations, recreation use, and so on for many years into the future. Since this information was not available, the evaluation of this objective was largely based on the judgement of the Evaluation Team and others about the effects of Agreement initiatives on the long-term

EXHIBIT 4.3: OBJECTIVES, INDICATORS, AND DATA SOURCES FOR QU'APPELLE AGREEMENT EVALUATION

OBJECTIVES	PERFORMANCE INDICATORS	DATA SOURCES
Effectiveness		
1. To ensure the long term productivity of the Qu'Appelle Valley's recreation and tourism resource base, including the natural environment, historic resources, cultural heritage and hospitality industry.	Preparation of development plans which are realistic, implementable, and take full account of the opportunities and constraints to R&T development in the Valley. Purchase of lands, buildings, etc. which offer high long term potential in the Valley. Otherwise, indicators are the same as for Objective 2.	Planning and related studies. Consultations with government officials with overview knowledge of Agreement, members of Advisory Council, community respondents, and program managers.
2. To increase the benefits from the utilization of this resource base in terms of: - improved incomes and greater diversity of employment opportunities for residents of the Qu'Appelle Valley; and - increased recreational opportunities for residents of nearby urban centres, particularly Regina & Moose Jaw, thereby influencing locational decisions of employers and members of the labour force in favour of these centres.	Identification, planning, and development of attractions/tourist operations which are now in use. Growth in recreation use, number of tourists, tourism expenditures, duration of stay. Establishment of new hotels, motels, & other private tourist operations. Improved/occupancy rates, profitability, etc. for existing operations. Better distribution of R&T activity, by season & location. Spin off benefits to R&T facilities not assisted by the Agreement.	Available studies & data sources on tourist visitations, use of provincial parks & other attractions, & highway traffic data. Site visits to commercial operations (assisted & not-assisted). Interviews with local govt officials, the Public Advisory Council, and other community respondents. Interviews with program managers and other government officials.
3. To improve the management of the land and water resources of the Qu'Appelle Valley.	Preparation of management and land use plans which are realistic and implementable. Extent to which plans have been implemented. Improved understanding of Qu'Appelle Ecosystem. Decrease in nutrient levels in downstream lakes and streams. Decrease in downstream algae bloom frequency. Overall improvements in water quality. Changes in public perceptions re. nuisance water quality conditions. Flood performance since implementation. Decrease in areas & dwellings "at risk" from flooding. Public perceptions of fairness, effectiveness, etc. of property acquisition programs. Current vs. previous capacity of river reaches.	The Qu'Appelle Basin Study & other planning documents. Reports on water quality & other Qu'Appelle documentation (annual reports, work programs, newsletters, etc). Qu'Appelle program and project files. Interviews with program managers & other govt officials. Interviews with local govt officials, the Public Advisory Council and other key community respondents.
Efficiency		
4. To manage the Agreement in an efficient and coordinated manner, and in a way which provides due weight to the concerns of Qu'Appelle Valley residents (permanent and cottage owners) and other affected groups.	No. of Management Board meetings. Time required for key decisions. No. of disputes between parties. Interactions between program managers and agencies. Influence on decision-making which is viewed as adequate by all parties. Acceptance of annual work programs by federal and provincial funding authorities. Ability to achieve annual spending targets. Knowledge of Agreement activities which is viewed as adequate by Qu'Appelle residents and other groups.	Review of meeting minutes of Management Board, Public Advisory Council, and Implementation Directorate. Interviews with govt officials with overview knowledge of Agreement. Interviews with Public Advisory Council members and key community respondents. Consultations with program managers.

productivity of the Valley's recreation and tourism resource base. In addition, the final element of the second objective relating to the Agreement's effects on the locational decisions of employers and members of the labour force is not amenable to rigorous evaluation. The locational decisions of employers and workers are based on a wide range of factors. Time and budget constraints did not allow the detailed interviewing needed to identify the importance of access to recreational opportunities relative to other locational considerations of employers and workers.

4.3 Evaluation Issues

The following evaluation issues were identified in the consultations in Phase I or were suggested by the Evaluation Committee. The issues are grouped under several headings.

Structure of the Agreement

1. **Time Frame:** Is ten years too long for a federal-provincial agreement?

2. **Complexity:** Did the complexity of the Agreement mitigate against its effectiveness and delivery?

3. **Scope:** Are there other target groups whose problems and opportunities should have been addressed in the Agreement? In particular, should the Agreement have incorporated elements specifically directed toward the eight Indian Bands in the Valley?

4. **Linkages:** Were the presumed linkages between Sectors 1 and 2 plausible at the outset, and were they actually realized?

5. **Coordination:** Was the integration and coordinated program delivery intended by the original planners actually realized to the benefit of the total Agreement?

Agreement Effectiveness

6. **Planning:** Were the plans and strategies recommended in planning documents realistic, achieveable, and truly integrated? Were the plans and programs actually implemented, and, if so, how long did implementation take?

7. **Leverage:** Was the Agreement used successfully as a "lever" to expand the funding of other government programs in the Qu'Appelle Valley?

8. **Private Investment:** Did the Agreement have a significant effect (either direct or indirect) on private capital investment in the Valley?

9. **Public Involvement:** Did the Agreement's various public involvement processes achieve their objectives? Did public input have a measurable effect on the

effectiveness of the Agreement and its component programs?

10. **Program Effectiveness:** Which Agreement programs and projects have been most effective? Which had the least success? What are the implications of these findings for the future?

11. **Cumulative Effects:** Have programs or projects had a cumulative effect on the circumstances of target groups or certain Qu'Appelle communities? Alternatively, have program effects been offsetting?

12. **Sector 1:** What are the major implications of the failure to complete the conveyance program under the Agreement? Has water quality in the Qu'Appelle system improved or deteriorated over the past decade? Can these changes be linked directly to Qu'Appelle programs? Has the flood hazard potential decreased significantly?

13. **Sector 2:** Did Sector 2 results fall short of initial expectations? If so, were these initial expectations realistic? What are the major reasons for any shortfall in program performance? Were some of these factors beyond the control of Agreement and program managers?

14. **Longer-term Economic Effects:** What are the longer-term consequences of the Agreement and its programs for tourism, recreation, and the environment in the Qu'Appelle?

15. **Unintended Effects:** Did the Agreement have impacts which were not envisaged in the stated objectives?

16. **Incrementality:** Would the socioeconomic and environmental changes that appear to have resulted from the Agreement have occurred without the Agreement?

17. **Impact on the Quality of Program Delivery:** Did the Agreement have a positive or negative influence on the quality of the programs which were delivered in the Qu'Appelle?

18. **Unemployed Resources:** Did the Agreement's program activities result in the utilization of labour and other resources which otherwise would have been unemployed or underemployed?

Agreement Delivery

19. **Management Process:** Did all participants in the Agreement believe that the extent of their influence on decision-making was satisfactory?

20. **Public Advisory Council (PAC):** Did the PAC operate as an effective public involvement body? Did the members believe their views were listened to by the Management Board?

21. **Implications for Effectiveness:** Are there aspects of Agreement administration and delivery which acted as constraints to program and overall Agreement effectiveness?

22. **Federal Visibility:** Did the federal government receive its share of credit for projects that went well, or its share of blame for projects that ran into difficulty?

4.4 Data Assembly

Data sources for the evaluation included the following.

Phase I consultations. These included interviews with 19 government officials who had an "overview knowledge" of the Agreement. Questions focused on the background, history, structure, and management of Qu'Appelle, as well as the respondents' general views as to which programs had been most effective.

Qu'Appelle Documentation. All documents relevant to the Agreement were reviewed to extract information about economic and environmental conditions in the Qu'Appelle prior to the Agreement, the background and history of the Agreement, and program performance and Agreement effectiveness. The documentation provided good information about program expenditures, other program inputs, and program outputs (e.g., dollars expended and number of properties purchased), but provided comparatively little information on program effects such as recreation use and tourism expenditures resulting from Qu'Appelle initiatives.

Interviews with Program Managers. The Evaluation Team conducted 32 interviews with program managers and other officials who were responsible for delivering programs funded by the Agreement. Questions related to the history and background of each program, different aspects of program delivery and program performance, including the program's effects on recreation and tourism, environmental conditions, and communities and groups in the Qu'Appelle Valley. The program managers answered the questions honestly and objectively. However, they often admitted that their information on program performance was very limited since follow-up studies had not been done under the Agreement.

Field Survey. Thirty-six respondents in various parts of the Qu'Appelle Basin were interviewed as part of the field survey. The community respondents were asked questions about every aspect of the Agreement. (See Appendix D for the interview guide.) The general format used in the interviews was to ask respondents their views regarding the extent of change in a given subject area such as tourism growth and changes in water quality, and then to ask questions about the major factors, including Qu'Appelle programs, that contributed to these changes. The community respondents provided a great deal of information about perceived effects of Qu'Appelle programs and projects in the Valley. The responses relevant to each program or subject area were collated and analysed using a computer program based on a "key word search" technique.

In total, the data collection activities involved interviews with 87 people.

Data for the evaluation were assembled using the following guidelines:

1. Qualitative information from interviews was balanced by more quantitative data from the Qu'Appelle documentation.
2. The views of program managers and other government officials were balanced by the views of community respondents.
3. Information was obtained from a number of sources on all aspects of the Agreement and on all important evaluation issues.
4. The data on program performance are presented in a manner which allows the analyst and reader to compare different sources. (This approach is further explained in the methodological introduction to Appendix A.)
5. Several jurisdictions and groups are represented in each data source.

4.5 Analytical Approach and Study Limitations

The basic analytical approach involved assembling all the information in the database and assessing the program and Agreement achievements in terms of the indicators specified in the program profiles (Appendix A) and Section 4.2. Every effort was made to cross-check data between sources and to supplement inconclusive evidence from one source with evidence form another source.

The evaluation essentially involved the following steps:

1. Preparation of program profiles in which the program manager and field survey responses were integrated with other data sources to develop conclusions about the effectiveness of each program.
2. Linking program effectiveness to the achievement of Agreement objectives by means of the relationships illustrated in Exhibit 5.1 in Chapter 5.
3. Assessment of the issues relevant to more than one program in relation to their impact on the effectiveness and efficiency of the total Agreement.
4. Development of conclusions about the effectiveness and efficiency of the Qu'Appelle Agreement, based on the results from all the preceding steps. Also exploration of possible future initiatives that the federal and

provincial governments could consider in the Valley.

The following limitations to the evaluation design and database should be noted.

- Although information was collected under Program 1.1.1 on water quality in parts of the Qu'Appelle system, the database is far from complete. At times, it incorporates observations for only one or two years. Sustained research over many years is needed to fully evaluate long-term trends in eutrophication and water quality and in changes in the patterns and importance of different pollution sources.

- There is very little quantitative information available on the impacts and effects of the Agreement's programs. By necessity, our evaluation of impacts and effects is based on our interpretation of the perceptions of field survey respondents, the views of program managers, and other data sources. As a result, the database is "subjective" in nature.

- Some of the most important Qu'Appelle projects are under construction at the present time, some have been in place only a few years, and others address longstanding environmental concerns which will take many years to resolve. In all of these instances, the most important effects of Qu'Appelle activities may not occur for many years into the future.

- The Terms of Reference and Scope for the evaluation did not include an assessment of the delivery of individual programs and projects or of the capabilities of the government officials responsible for program delivery. In some instances, it seemed likely that program effectiveness was related to the "effectiveness" of the people administering the program. However, it was not possible to pursue this line of analysis.

- The database allowed us to develop conclusions about the effectiveness of capital works projects, but not about their "cost-effectiveness." Cost-effectiveness analysis would involve assessing the achievement of project objectives as well as analysing whether least cost alternatives were selected in planning and constructing capital works projects. Examination of the detailed financial and engineering data necessary for this kind of analysis was beyond the Terms of Reference for this evaluation.

- Our conclusions about Agreement effectiveness are based on the perceptions of field survey respondents and program managers at a particular time. It is quite possible for perceptions and views to change quite significantly over time.

The Evaluation Team is well aware of these limitations and has employed a number of techniques to mitigate their effects. Notwithstanding these problems, we believe that the database assembled for this assignment is satisfactory and has not acted as a constraint to satisfying the Terms of Reference for the evaluation.

FOOTNOTES

1. The indicators used to assess program performance are listed in each program profile in Appendix A.

2. The linkages between individual programs and the three Qu'Appelle objectives are illustrated in Exhibit 5.1 in Chapter 5.

SECTION B:

AGREEMENT EFFECTIVENESS

5.0 RESULTS FROM THE PROGRAM ANALYSIS

This section summarizes the major results from our evaluation of the individual programs in the Qu'Appelle Agreement. Each program is assessed in terms of its own objectives and in terms of the overall Agreement objectives, as described in Section 2.1

Exhibit 5.1 summarizes each Agreement program in terms of its objectives, activities, and performance indicators and illustrates the relationship or potential contribution of each program to the three objectives described in Chapter 2.

The information contained in Exhibit 5.1 provides the following insights into the Agreement:

- Many programs are quite homogeneous, but others contain a fairly wide range of initiatives. This is particuarly true for Programs 1.1 and 2.2 (Management of Land and Water Resources, and Historical and Recreation Corridor Development). In these cases, programs were divided into categories, and each category evaluated separately.
- Many programs are strongly linked to more than one objective. This reflects the general nature of the objectives and the diverse nature of some of the programs.
- Many programs share the same performance indicators, reflecting, in part, the similarities between them (e.g., property acquisition occurs under both Programs 1.1 and 1.3). Consequently, it was sometimes difficult to separate the effects of some programs and isolate the impacts of a single program or project initiative.
- Although some programs are only indirectly related to an Agreement objective, this relationship should still be recognized. For example, the effective implementation of Programs 1.1 and 1.2 holds important implications for realizing greater socioeconomic benefits from the Qu'Appelle recreation and tourism resource base (the second Agreement objective).
- Some programs could potentially make a negative contribution to the achievement of an Agreement objective. For example, Sector 2 programs could negatively affect the achievement of the third objective (related to the improved management of land and water resources) if these programs were to result in increased recreation and tourism activity in seasons and locations which are already operating at full capacity.

The relationships described in Exhibit 5.1 were used to identify the performance indicators which were most relevant to each of the three Agreement objectives (see Exhibit 4.3).

EXHIBIT 5.1: RELATIONSHIPS BETWEEN PROGRAMS AND AGREEMENT OBJECTIVES

PROGRAM INFORMATION				Potential Contributions to Agreement Objectives		
Name	Objectives	Activities	Indicators	Ensure Productivity of Recreation Resource Base	Increase Socioeconomic Benefits from Resource Base	Improve Management of Land and Water Resources
1. Environment Improvement & Management 1.1 Management of Land & Water Resources	Improve water quality & channel conveyance & minimize flood hazard potential (to enhance recreation and tourism potential). Establish system of land use planning and controls to manage land use in a consistent manner throughout the Valley.	Water quality monitoring & research. Livestock pollution controls. Flood protection on Wascana Creek, Moose Jaw R., & in Lumsden. Conveyance system improvement. Flood hazard mapping. Land use planning & development controls.	Preparation of water quality reports & R&D useful to environ'l planners. Improved understanding of Qu'Appelle Ecosystem. No. of feedlots cleaned up compared to total possible. Previous vs. present no. of animals controlled. Flood performance since implementation (current & projected). Decrease in areas & dwellings "at risk" from flooding. Increase in value of property & dwellings now protected from flooding. Current vs. previous capacity of river reaches. Channel length improved. Preparation of flood hazard maps useful to environ'l planners. Establishment of land use plans & controlling bodies viewed as useful by local & senior govts & the general public.	H	M*	VH
1.2 Municipal Waste Treatment	Reduce nutrient loadings from Qu'Appelle River system from urban sources	Study, planning, design & construction of municipal waste treatment facilities.	Decrease in nutrients discharged (total & per capita basis). Nutrient levels in downstream lakes & streams. Decrease in downstream algae bloom frequency. Changes in public perceptions re. nuisance water quality conditions. Changes in population served and nutrients removed by facilities (compared with total Qu'Appelle watershed popul'tn). Changes in relative importance of pollution sources.	VH	M*	M
1.3. Flood Prone Land Purchase	Purchase lands subject to serious flooding which are currently being used for agriculture	Negotiation & purchase of farm land. Leasing lands to farm operator (1st option to former owner).	Area purchased compared with total area prone to flooding. Limited disruption to farm operations. Public perceptions re. fairness, effectiveness, etc. of program.	L*	L*	H
2. Tourism & Recreation Development 2.1 Planning	Produce an integrated plan which includes identifying specific activities for future years & provides the basis for the orderly timing of development	Wildlife management & fish managment investigations. Recreation & Tourism Plan. Feasibility & other studies.	More effective & better coordinated implementation of Qu'Appelle & related govt. initiatives. Identification of opportunities which have since been realised & others that are not	H	H	M

... continued

EXHIBIT 5.1: RELATIONSHIPS BETWEEN PROGRAMS AND AGREEMENT OBJECTIVES continued

PROGRAM INFORMATION				Potential Contributions to Agreement Objectives		
Name	Objectives	Activities	Indicators	Ensure Productivity of Recreation Resource Base	Increase Socioeconomic Benefits from Resource Base	Improve Management of Land and Water Resources
2.1 cont'd			viable. Better informed private sector re. tourism potential of Qu'Appelle. Enhanced tourism planning expertise in Sask.			
2.2 Historic/Recreation Corridor Development	Develop, preserve, & provide access to the historical, recreational, cultural, & scenic resources of the Valley.	Planning & construction of parkway & other scenic routes. Purchase of historic buildings. Site development. Develop fisheries & wildlife projects, & integrate these into conveyance system.	Identification, planning, & development of attractions which are now in use. Growth in recreation use, no. of tourists, tourism expenditures, duration of stay. Employment from construction & operations. Better distribution of R&T activity, by season & location. Spinoff benefits to other R&T facilities.	H	VH	M*
2.3 Tourism Facilities Development	Design & develop R&T facilities to be financed, owned, & operated by the public sector.	Construction of campgrounds, picnic sites, swimming & boating facilities, ski & nature trails, playgrounds, nature interpretation areas, & other R&T facilities & related infrastructure.	Same as 2.2	M*	VH	L*
2.5 Commercial Development Incentives	Provide incentive grants to ensure commercial operators expand, modernise, or locate in Qu'Appelle in manner consistent with planned development	Payment of financial incentives to approved applicants. Coordination with officers responsible for Special ARDA.	Same as 2.2 plus: New hotels, motels, & other private tourist operations. Total investment generated. Improved occupancy rates & profitability. Accommodation shortages removed as constraint to tourism development.	L*	VH	L*
2.6 Alternate Land Use	Acquire lands indentified as having high potential for public use (such as public parks, wildlife areas, historic sites etc)	Negotiation for & purchase of lands (land acquisition on voluntary basis).	Purchase of lands which have since been development for R&T use. Purchase of lands which hold long term R&T potential. Program viewed as equitable by property owners.	VH	M	M*
2.7 Community Development Assistance	Assist Qu'Appelle Valley communities to accommodate tourism growth and to realise their full R&T potential.	Provision of assistance (via grants) to communities for infrastructure, preparation of long term tourism development plans, R&T facilities.	Same as 2.2 plus: lower municipal taxes & debt load for assisted communities.	M	H	L*

... continued

EXHIBIT 5.1: RELATIONSHIPS BETWEEN PROGRAMS AND AGREEMENT OBJECTIVES continued

PROGRAM INFORMATION				Potential Contributions to Agreement Objectives		
Name	Objectives	Activities	Indicators	Ensure Productivity of Recreation Resource Base	Increase Socioeconomic Benefits from Resource Base	Improve Management of Land and Water Resources
3. Implementation 3.1 Implementation	Ensure the coordinated implementation of activities under the Qu'Appelle Agreement.	Provide funds for the operation of the Implementation Office, The Public Advisory Council, & an information system.	Well coordinated implementation process which is acceptable to all relevant departments. Knowledge of activities & influence on decision making which is viewed acceptable for Qu'Appelle residents.	L	M	M

VH = Very High
H = High
M = Medium
L = Low
* = Indirect contribution only.

NB: Program 2.4 (Commercial Development Loans) has not been listed because there has been no activity under this program.

The next subsection presents the results for each program. The format includes the following elements:

- The **Expenditure Figures** indicate total program expenditures (actual and proposed, in the case of 1983/84) for the full ten year period of the Agreement. The figures in brackets indicate the program's percentage share of total Qu'Appelle expenditures over the ten year period.

- **Impacts and Effects** summarize the program's consequences for the socioeconomic indicators listed in the program profiles.

- The **Effectiveness Rating** attempts to capture the Evaluation Team's views regarding the extent to which the program has achieved its own objectives and has contributed to the achievement of the overall objectives of the Agreement.

The following subsections summarize our assessment of the 15 Qu'Appelle "programs" as defined for the purpose of this evaluation. Note that Program 1.1 projects or groupings of projects are evaluated as separate "programs." These projects are assessed separately because they differ significantly in terms of objectives, indicators, activities, and target groups. The remaining programs are numbered in the same manner as in all Qu'Appelle documentation.

1.1.1 Water Quality Monitoring and Research

Objectives: To document the past and present water quality of the Qu'Appelle Basin and to determine the effect of Qu'Appelle funded waste treatment projects on water quality.

Expenditures: $240,000 (0.9%)

Impacts and Effects: The project resulted in a better understanding of the past and present water quality in the Qu'Appelle river system. It also assessed the impact of the Regina tertiary waste treatment system on nutrient loading to the Basin, and measured trends in water quality of the Fishing Lakes. It is noteworthy that other government agencies (e.g., Saskatchewan Environment and Environment Canada) contributed significant additional funds to support these types of projects in the Basin.

The Evaluation Team identified relatively few linkages and examples of coordinated delivery between this project and other Agreement projects and programs. The Team was looking for links between this project and land use planning as well as Sector II programs and projects, but these generally did not arise.

Evaluation: The project generally achieved its objectives and made important contributions to the Qu'Appelle objectives related to the improved management of the land and water resources of the Qu'Appelle and the long-term productivity of the Valley's resource base. However, the following qualifications and concerns were noted:

- Because the project had a very late start, there was no time to do follow-up work on some key issues, such as the formulation of a long-term Basin approach to the future planning and development of the Valley.
- Some important work was not completed, such as the Algae Barrier final report.
- The commitment of the provincial funding authorities to this project was intermittent and provincial funding was terminated before the start of the 1983/84 fiscal year. (Environment Canada is totally funding this project in the current fiscal year.) To reach maximum effectiveness, a research program requires sustained commitment from the funding authorities.

Effectiveness Rating: Despite these qualifications, the project has been given a **high** rating in light of important research (in relation to the Agreement objectives) completed over the last half of the Agreement.

1.1.2 Livestock Pollution Controls

Objective: To reduce the pollution contribution from intensive livestock operations in the Qu'Appelle Basin.

Expenditures: $1.4 million (5.6%)

Impacts and Effects: An estimated 184 intensive livestock operations will have undergone remedial work to control pollution by the end of the Agreement. This figure accounts for 57% of the 322 operations identified in a 1974 survey as requiring work; current estimates of the number which still require remedial measures are between 200 and 250.

The program has had a synergistic effect in that some farmers have used the remedial work as an opportunity to invest their own funds in a general rebuilding or modernizing program. Due to the flexible and accommodating approach taken by the Family Farm Improvement Branch in implementing this project, a very good rapport has developed between Saskatchewan Agriculture and the farmers.

It is not possible to assess the impact of the project on water quality because a definitive assessment of the contribution of livestock operations to the degradation of water quality in the Qu'Appelle Basin was not conducted before the program started nor since then.

The project has been implemented quite separately from other Agreement initiatives and, therefore, has had little impact on other programs and projects.

Evaluation: In light of the activity completed to date, the project has at least partially achieved its objective. It has also made some contributions to the Agreement objectives to ensure the productivity of the Valley's resource base and to improve the management of the Valley's land and water resources.

Effectiveness Rating: The program has been given a **medium** rating in light of the rather considerable activity that has been funded to date. A higher rating cannot be assigned because a significant number of livestock operations still require remedial work, and because the project's impacts on water quality are not known.

1.1.3, 1.1.4, 1.1.5, and 1.1.6 Flood Protection (Wascana Creek, Moose Jaw River, Lumsden, Tantallon) and 1.1.8 Flood Hazard Mapping

Objectives: To reduce the flood hazard by providing flood protection systems in various locations, and to map the flood hazard areas in the Qu'Appelle Valley.

Expenditures: $5.2 million (20.2%)

Impacts and Effects: Flood protection works were designed and successfully completed along Wascana Creek in Regina, along the Moose Jaw River, Thunder Creek, and Spring Creek in the City of Moose Jaw, and in Lumsden and Tantallon. In addition, flood prone properties were purchased under a voluntary land purchase program administered in various areas along the Moose Jaw River.

The sub-projects under this grouping were generally consistent with recommendations contained in the 1972 Qu'Appelle Basin Study and more detailed studies completed since then on Regina and Moose Jaw. These flood protection measures have significantly reduced the flood hazard in these commmunities. It was noted in the case of Regina that federal and provincial involvement in the design of these measures increased public confidence in the flood control plans. These projects were implemented quite independently of other projects and programs under the Qu'Appelle Agreement.

Some effort was put toward the preparation of flood hazard maps and an accompanying brochure for the lakes and rural areas of the Valley, but this work was never completed.

Evaluation: With one qualification, the flood protection projects have been successful in achieving their objectives and in protecting residents in urban flood prone areas. These projects viewed as a group have made a significant contribution to the Qu'Appelle objective of improving the management of land and water resources of the Qu'Appelle Valley to meet existing and future uses of these resources.

The qualification relates to the residual problems associated with the CPR Annex in Regina and the Churchill Park area in Moose Jaw. Some flood prone residential properties in these areas were not addressed in a satisfactory manner from the viewpoint of both the property owners and the municipalities.

Effectiveness Rating: Despite the qualification and the incompleteness of the flood hazard maps, these projects have been given a **high** rating because of their success in significantly reducing the flood hazard in these four urban communities.

1.1.7 Conveyance System Improvement

Objectives: To increase the conveyance capacity of the Qu'Appelle River in certain reaches in order to achieve maximum flexibility in the operation of the Qu'Appelle system, and to provide improved operational flexibility to meet the inter-provincial commitment of delivering flows to the province of Manitoba.

Expenditures: $2.1 million (8.4%)

Impacts and Effects: Engineering and design work for conveyance system improvements on the Qu'Appelle system was completed, and construction was completed on part of the system. However, largely because of the failure to reach agreement with the Bands on the Indian Reserves adjacent to the river, the majority of the required construction work was not done, and only 40% of the planned funding was disbursed.

The portions of the conveyance improvement project that have not been completed have the least channel carrying capacity of any stretch of the Qu'Appelle River. This is essentially an all-or-nothing situation -- there is little benefit achieved if a key bottleneck to the system is not removed. The Qu'Appelle Agreement will have expired before the remaining construction work can begin.

Evaluation: This is a difficult project to evaluate. The work completed to date has been handled well by Saskatchewan Agriculture. The Multi-Disciplinary Design Team worked very well and has had some positive effects. However, because so much work is incomplete, the project has not achieved its objectives and has been unable to contribute to the Agreement's overall objectives. This judgement will likely change when work is completed, but this will occur outside the Agreement, after it is terminated.

Another concern raised by some Valley farmers is that neither this project, other Sector 1 programs, nor the original Basin study specifically addressed the irrigation potential of the Qu'Appelle River system. However, an unintended benefit of the program is that when completed, the conveyance improvements will provide an assured water supply to encourage additional irrigation development in the Valley. A further benefit of conveyance which has already been realized is that the program facilitated subsequent development of wildlife projects in Skinner's Marsh and the Valeport area.

Effectiveness Rating: Despite the quality of the work completed to date, the project has been assigned a low rating because of the lack of significant benefits from the incomplete system.

1.1.9 Land Use Planning and Development Controls

Objectives: To control development and land-use changes in the Qu'Appelle Valley, to improve the Valley's environment, and protect the financial investments of senior governments.

Expenditures: $1.9 million (7.6%)

Impacts and Effects: The project resulted in the preparation of general Land Use Plans for the six Special Planning Areas created by Ministerial Order in 1977. The plans have not yet been adopted -- delays were caused by changes in the structure of the Commissions and the change in provincial government -- but the plans are expected to be in place by early 1984.

The project initially resulted in the establishment of six Special Planning Area Commissions. These were replaced by District Planning Boards, presently funded by the provincial government, which administer and control the plans.

Respondents' opinions differed on the success of the land use planning process, but the majority were generally satisfied with land use planning and development control and appeared to recognize the long-term benefits from this process.

Some other impacts and effects are as follows:

- The project got off to a very rocky start -- the initial legislation was too all encompassing and many local residents believed that provincial officials dominated the decision-making process. This situation hurt the early implementation of other programs and projects (e.g., Livestock Pollution Controls), and resulted in local criticism and skepticism about the Agreement.

- Some government officials expressed the view that the current process protects local interests better than provincial interests.

- Some linkages were developed with other programs (e.g., the fish and wildlife projects), but other anticipated linkages were not identified.

- The project heightened the awareness of Valley residents regarding land use and resource conflicts and environmental problems in the Qu'Appelle.

- Local planning authorities gained important experience and provincial agencies tested techniques and developed skills which were later applied elsewhere in the province.

Evaluation: With some qualifications, the project largely achieved its objectives. There is now a controlled development program in place throughout the Valley. Whether lands are being allocated to their most appropriate use is a very subjective question -- the answer to which depends on one's point of view and interests. The most important qualification is that the process now in place may not offer sufficient protection of provincial interests.

The project also made several important contributions to achieving the overall Agreement objectives of ensuring the Valley's recreation and tourism resource base, increasing recreation opportunities, and improving the management of land and water resources of the Qu'Appelle.

Effectiveness Rating: Despite the early problems, the project has been assigned a high rating. The early problems did have a significant negative effect, but in the final analysis the benefits from land use planning far exceeded the costs.

1.2 Municipal Waste Treatment

Objective: To provide financial assistance to reduce the nutrient input to the Qu'Appelle system from wastewater discharges from Regina and Moose Jaw and smaller communities in the Valley.

Expenditures: $4.2 million (16.3%)

Impacts and Effects: This program assisted in financing Regina's lime-based tertiary treatment system for phosphorus removal, an effluent irrigation system in Moose Jaw, and nutrient removal facilities at Fort Qu'Appelle, Pasqua Beach, Regina Beach, and Katepwa Lake.

A follow-up study of the effects of the Regina system indicated significant phosphorus reductions in the waters of Wascana Creek and the Qu'Appelle River downstream of the confluence with Wascana Creek. The study also identified substantial reductions in volatile suspended solids, organic carbon, biochemical oxygen demand, chlorophyll, and coliform organism content. When fully operational, the Moose Jaw system will have a significant net effect on phosphorus and nitrogen loadings. The facilities in the smaller communities will eliminate the vast majority of phosphorus loadings from these sources.

Public perceptions of water quality in the Valley indicate that for the most part the deteriorating trend in water quality has been slowed and possibly arrested. However, this trend has not been reversed, as evidenced by the major algae blooms and weed growths which still occur during the summer months. There is still considerable nutrient loading on the river from both point and non-point sources in the Valley. This loading, in combination with the nutrients already stored in the sediments and vegetation of the aquatic ecosystem, is sufficient to keep the river and lakes in a eutrophic state at least for the foreseeable future. In this regard, it should be noted that although the original intent of this program was to control phosphorus discharges, the Moose Jaw system, when complete, will control both nitrogen and phosphorus discharges from the city's sanitary wastes.

Evaluation: This program has been generally successful in achieving its objective, and has made an important contribution to the Agreement objective to ensure the long-term productivity of the Qu'Appelle Valley's recreation and tourism resource base. The program also made indirect contributions to the other two Agreement objectives.

In terms of nutrient loading elimination per dollar expended, the Regina and Moose Jaw systems were more "cost effective" than the smaller community facilities, but the Evaluation Team recognizes the need for Valley communities to also contribute to water quality improvements.

It should be emphasized that this program combined with other Qu'Appelle initiatives has only slowed and possibly stopped the deteriorating trend in water quality, but has not reversed this trend. The problem of water quality in the Qu'Appelle is far from solved, and may not be amenable to a full resolution. This holds important implications for future tourism and recreation planning. As well, there is a continuing need for vigilance on both point and non-point source nutrient inputs from municipal waste treatment systems, and the implementation of proven state-of-the-art nutrient removal technology on a Valley-wide basis.

Effectiveness Rating: The program has been assigned a high rating with the qualification that the program did not -- and should not have been expected to -- totally solve the problem of water quality in the Qu'Appelle system.

1.3. Flood Prone Land Purchase

Objectives: To alleviate the financial loss and hardship experienced by farm operators in the Qu'Appelle whose farm units are located in flood prone areas, and to make available certain areas of land for a range of public uses.

Expenditures: $1.4 million (5.3%)

Impacts and Effects: The program resulted in 43 land purchases involving a total of 10,200 acres. In 24 instances, the land was leased back to the original owner or to an immediate family member. In two instances, title to the land was transferred to DTRR. The cash proceeds from these transactions allowed owners of seriously flood prone lands to purchase other farmland or to pay off a mortgage or otherwise reduce their debt load. In addition, some retiring farmers received a higher price for their flood prone land than they would have received in the absence of the program.

Some farmers were concerned that prices were lower than for equivalent land not located in a flood prone area. In addition, some farmers thought there may be some long-term deterioration in the productivity of the leased land (reflecting the reduced incentive for capital improvements).

Because the program was voluntary, only a portion of the land area prone to flooding was purchased. Consequently, the financial risks associated with the flooding of agricultural lands have been reduced, but not eliminated through the program. (Some measure of protection to these lands may be provided by the completion of the conveyance works.) In addition, much of the purchased land was leased back to farmers and is still used for agriculture. It could be argued that the program objective would have been better realized if this land had been moved permanently out of agriculture. (In this event, the loss in farm income and employment to Valley residents could have been substantial.)

The program was terminated at the end of 1980/81 due to lack of interest. At that time, only 35% of its planned funding (which admittedly was a rough "guesstimate") had been expended.

Evaluation: For the above reasons, the program can only be considered a partial success in terms of achieving its primary objective of alleviating the financial loss and hardship of farm operators whose units are located on flood prone land.

With the transfer of a total area of 700 acres to DTRR, the program at least partially achieved its secondary objective of making areas of land available for a range of public uses.

The program made some contributions to the overall Agreement objectives related to the long-term productivity of the Valley's resource base and the management of the Valley's land and water resources. However, these contributions would have been greater if program coverage had been more extensive.

Effectiveness Rating: The program has been assigned a **medium** rating because only a portion of the Valley's flood prone land was purchased and because more land was not moved permanently out of agriculture.

2.1 Tourism and Recreation Planning

Objectives: To produce an integrated plan which includes identifying specific activities for future years and providing the basis for the orderly timing of development.

Expenditures: $1.1 million (4.2%)

Impacts and Effects: The program enhanced tourism planning expertise in Saskatchewan and, in some cases, identified opportunities which have since been developed. The Concept Plan provided a general planning framework which was realistic and defensible, and the fish and wildlife investigations provided working documents for the implementation of Program 2.2.1, Fish and Wildlife Developments.

However, many other identified opportunities were not pursued; most commercial operators did not consider the recommendations of the Plans in their own development ventures; the planning process suffered from a number of delays, and in general terms, the Plan and subsequent planning initiatives did not provide a fully adequate framework for the overall coordination of Sector II activities. Expenditures of $1.1 million on conceptual and prefeasibility planning and for fish and wildlife plans appear excessive when compared to expenditures on other Sector 2 programs (about $6 million).

Evaluation: The program went some way toward achieving its objective, but fell short in such important areas as the production of an integrated plan and the identification of specific activities. These factors plus the concerns noted above limited the program's contributions to Agreement objectives.

Effectiveness Rating: The program has been given an overall rating of **medium**. Although the planning process generated some useful products, the program was only partly successful in providing an overall framework for coordinating other Sector II programs.

2.2 Historic/Recreation Corridor Development

Objectives: To develop, preserve, and provide access to the historic, recreation, cultural, and scenic resources of the Valley.

Expenditures: $2.7 million (10.6%)

Impacts and Effects: The program resulted in the funding of of nearly 30 tourism and recreation projects and facilities in the Qu'Appelle, and is currently funding (together with Program 2.3) a publicity and highway signage project which is expected to have an important effect on Qu'Appelle tourism. Completed projects range in size from interpretation shelters and historic plaques to fish and wildlife projects and a resort road in the eastern end of the Valley.

The projects are fairly well distributed throughout the Valley, but their effects on encouraging off-season activity appear to be limited. The program's effects on recreation use, number of tourists, tourism expenditures in the Qu'Appelle, etc. are difficult to identify because of the general lack of growth in these indicators over the past decade. It appears that the Qu'Appelle's share of the total Saskatchewan tourism market has declined over this period.

Evaluation: This program is best evaluated in terms of its components. The Fish and Wildlife component made a significant contribution to the development, preservation, and accessibility of the resources of the Valley. It made a similar contribution to the overall Agreement objectives by enhancing the productivity of the recreation and tourism base and improving the management of land and water resources.

The Historic Resources Development component met with less success, and was not well coordinated with other Sector II activities. The Hudson's Bay Store, which in our view held the potential to be one of the most significant Qu'Appelle projects, was purchased and partially restored, but the restoration was not completed and the facility is now closed.

Effectiveness Rating: The program has been given a high rating, largely because of the success of the fish and wildlife projects and the expected benefits from the signage program. However, other components of the program have been less successful.

2.3 Tourism Facilities Development

Objective: To design and develop recreation and tourism facilities to be financed, owned, and operated by the public sector.

Expenditures: $2.0 million (7.7%)

Impacts and Effects: The program supported 11 recreation projects -- including recreation facilities, infrastructure, and a boat launching facility -- distributed throughout the Qu'Appelle Valley. These developments were consistent with suggestions outlined in the Concept Plan and provided expanded capacity in the more heavily used recreation areas in the Valley.

However, the limited available evidence suggests that recreation use and tourism activity in the Valley increased very little over the last decade. Therefore, it is impossible to credit the program with any positive effects on tourism employment and revenues or on other quantifiable indicators.

Effects on construction and employment were limited partly because most projects were constructed by existing government works staff and no spinoff benefits to other R&T facilities (e.g., commercial operations) were identified. Some of the larger projects (e.g., Regina Beach) were handled by private contractors, but these were generally from outside the Valley.

Evaluation: To date, the program has been largely successful in achieving its objective to develop facilities to be financed, owned, and operated by the public sector, but it has made a limited contribution to the achievement of the overall objectives of the Agreement. The program indirectly enhanced the productivity of the resource base by identifying and developing recreation sites, but it has not significantly increased the socioeconomic benefits from that resource base.

It should be noted that some of the most significant projects under this program -- including the Regina Beach/Valeport development -- are under construction in the current fiscal year. The program's ultimate contribution to the Agreement may be greater than we have been able to identify.

Effectiveness Rating: The program has been given a **medium** rating because of its modest contribution to date to the achievement of the Agreement's overall objectives.

2.4 Commercial Development Loans

Objective: To make funding available to the private sector for the development of commercial tourism facilities.

Expenditures: $0

Although there were three loan applications in the late 1970's, none satisfied SEDCO's eligibility requirements. Apparently no efforts were made to make the project more operational and attractive. Therefore, no spending occurred under this program and it made no contribution to the total Agreement. In light of this lack of activity and the apparent lack of effort to involve SEDCO in the Agreement, the Evaluation Team questions the decision to include this program in the Qu'Appelle Agreement. This situation places into sharp focus the lack of recreation and tourism planning prior to the Agreement.

2.5 Commercial Development Incentives

Objective: To provide incentive grants to ensure commercial operators expand, modernize, or locate in the Qu'Appelle in a manner consistent with planned development.

Expenditures: $660,000 (2.5%)

Impacts and Effects: Until mid-1983, the program made offers to nine commercial operations, involving total investment of nearly $2.9 million and about 60 person-years of continuing employment. The incentive grants were distributed among a fairly large number of communities and most investments would not have occurred without financial support. Two of the supported ventures are expected to attract visitors to the Valley, and the other seven should increase local economic benefits from exisitng R&T activity. However, because of the limited growth in recreation use and tourism activity in the Valley, it is difficult to credit the program with any major positive effects on tourism revenues and recreation use.

Evaluation: The facilities assisted under this program generally merited support, and had positive effects on some of the relevant socioeconomic indicators. Therefore, it can be concluded that the program went some distance toward achieving its objective and it made some contribution to realizing the Agreement objective to increase the socioeconomic benefits from the Qu'Appelle resource base. However, because of problems with program delivery, delays in initiating the program, and delays in processing applications, program achievements fell well short of expectations.

It is noteworthy that actual expenditures will be significantly below the planned funding in the initial Agreement, and that the initial planners of the Agreement expected planned and actual funding to expand substantially once the Concept Plan was completed. It is also noteworthy that the number of offers has increased greatly since the administrative system was streamlined in March, 1982.

Effectiveness Rating: Despite some important accomplishments, the program has been given a **medium** rating. The rating reflects program under-spending, delays in program implementation, and little evidence of significant impact on tourism activity in the Qu'Appelle.

2.6 Alternative Land Use

Objective: To acquire lands identified as having high potential for public use.

Expenditures: $730,000 (2.8%)

Impacts and Effects: The program resulted in the purchase of 4,400 acres of land for wildlife purposes, historic resource development, and recreation use. The land purchases allowed many wildlife and fish management projects to proceed and resulted in additions to two provincial parks and the purchase of land for future recreation developments. The program also facilitated a complex land assembly program at Bird Point, an area which has significant potential for future recreation development. The program was totally voluntary -- therefore, it was perceived as equitable by community respondents.

Evaluation: This program achieved its objective of acquiring lands with high potential for public use. It also made important contributions to the overall Agreement objectives of ensuring the productivity of the Valley's recreation resource base and realizing potential socioeconomic benefits from that resource base. Through the fish and wildlife projects and additions to provincial parks, the program also indirectly enhanced the management of land and water resources in the Valley.

Other elements considered in the evaluation were:

- Land purchases were guided by a priority list drawn up in 1975 on the basis of the Qu'Appelle Basin Study.
- Program delivery was well coordinated with the delivery of other Qu'Appelle programs.
- A great deal of land was purchased despite an annual budgetary procedure which essentially ran counter to the financial requirements of a lengthy land acquisition negotiation.

Effectiveness Rating: The program has been given a high rating. Although program managers were unable to reach agreement on some important properties, the overall record of success was very good.

2.7 Community Development Assistance

Objective: To assist Qu'Appelle communities in accommodating tourism growth and realizing their full recreation and tourism potential.

Expenditures: $260,000 (1.0%)

Impacts and Effects: Program activity was limited to three projects, and actual funding amounts to less than 30% of initial planned funding. No expenditures occurred until fiscal year 1980/81. The program's effects on the major socioeconomic indicators -- recreation use, tourism revenues, construction and continuing employment, municipal taxes and debt losses -- are either very small or non-existent.

Evaluation: Because of the very limited activity, the program was not an important factor in assisting Qu'Appelle communities to accommodate tourism growth, and provided very little support to the achievement of the Agreement's overall objectives. Because little tourism growth occurred in the Valley over the past decade, the program objectives and design were not applicable to actual circumstances.

The largest single expenditure under the program was the Fort Qu'Appelle Recreation Centre. Some respondents questioned whether this project was truly "incremental", since construction was already underway when Qu'Appelle funding was provided. The other two projects are viewed in a more favourable light -- the Regina Beach Development Plan may have long-term impacts on the town's tourism potential and its ability to benefit from any growth in recreation and tourism activity, and the Tantallon Campground in combination with projects under other programs is expected to provide important local tourism benefits.

Effectiveness Rating: The program has been given a low rating in light of its limited activity, late start, and the questions surrounding the largest project.

3.1 Implementation

Objective: To handle all aspects of the implementation of the Qu'Appelle Agreement.

Expenditures: $1.8 million (6.9%)

The program profile largely focuses on the public information and public involvement components of this program. The remaining components and objectives are better discussed under Agreement delivery.

The Qu'Appelle Agreement involved the utilization of various channels for enhancing public awareness and receiving public input. The Newsletter was viewed very favourably by community respondents, and the public information program and Newsletter increased public awareness of the Valley's resources, problems, and potential. However, the people we interviewed did not express any strong opinions regarding the extent to which their input influenced decision-making. The Evaluation Team concluded that these components of Program 3.1 made a positive contribution to achieving program objectives by providing mechanisms by which information could be exchanged between the public and government officials involved in Agreement planning and implementation. These components also enhanced awareness of the Valley's recreation and tourism potential; thereby contributing indirectly to the fulfillment of the overall goals of the Agreement.

This program covered overall administration of the Agreement as well as public information and consultation. In the Study Team's view, the expenditure of $1.8 million over ten years represents a reasonable level of expenditure for these functions.

6.0 IMPACTS OF THE TOTAL QU'APPELLE AGREEMENT

The previous chapter evaluated the effectiveness of the 15 individual programs comprising the Agreement and their individual contributions to the achievement of the Qu'Appelle objectives. The purpose of this chapter is to assess the effects of the Qu'Appelle Agreement as a total entity. The analysis is based on the premise that the Agreement is not simply 15 separate programs -- it could potentially generate effects and impacts that would be different from the sum of the impacts of the 15 separate programs.

The impacts of the total Agreement are discussed below on an issue by issue basis.

6.1 Program and Sector Effectiveness

Most government officials believed that Sector 1 programs were more successful than Sector 2 programs. The results in Chapter 5 and Appendix A tend to confirm this view. However, they also suggest that the differences between the two sectors may not be as great as implied by many respondents.

There were some very useful projects and activities implemented under Sector 2. Some of the more important achievements are as follows:

- Studies completed under Program 2.1 have increased the knowledge of the Valley's tourism and recreation potential, constraints, and opportunities, and will provide future planners with a realistic picture of what can be accomplished in the Valley.
- Some of the projects funded under Programs 2.2, 2.3, and 2.5 have improved the facilities for recreationists and tourists visiting the Valley, and have increased to some extent the economic benefits received by Valley residents and businesses from existing tourist activity.
- The Alternative Land Use program resulted in the acquisition of properties which were subsequently developed or could be developed in the future into important recreation sites.

On the other hand, the inability to complete the conveyance program was an important constraint to achieving Sector 1 goals and Agreement objectives. Initial expectations were high for both sectors, but probably were more unrealistic for Sector 2 than Sector 1.

It is not surprising to find that some initiatives in an Agreement with the scope and diversity of the Qu'Appelle are more successful than others. Program specific factors which help explain these differences are discussed in the program profiles. However, the following factors are common to more than one program and may provide lessons for the future:

- Some of the more successful programs and projects already had the required expertise and delivery mechanisms in place at the start of the Agreement. This was the case for many of the capital works projects in Sector 1, the land purchase programs, the fish and wildlife investigations, and projects in Programs 2.1 and 2.2. For many other programs, the expertise and delivery mechanisms had to be developed after the Agreement was signed (in one instance -- support to private tourist operations -- the province never did develop a delivery mechanism).

This partially explains the slow start and early difficulties suffered by many projects and programs, including land use planning, tourism, and recreation planning, historic resources development, and commercial development incentives.

- Some programs were well thought out and their objectives and activities well defined before the Agreement was signed. In other cases, many years were needed to reach the full implementation stage.
- Some programs and projects -- especially the Sector 1 capital works projects -- were given more attention by Agreement managers and administrators in the early years of the Qu'Appelle Agreement.

Issues related to the above are discussed later in this chapter.

Sector 1 Issues

The main disappointment with Sector 1 was the failure to complete the conveyance program. The respondents offered two reasons for the failure:

- The Indian Bands asked very high prices for the rights-of-way and easements through Indian lands which were needed to construct the system. The Bands wanted compensation for past flooding and flooding they anticipated from the new system, as well as financial assistance with economic development projects. They were also very concerned that their problems and opportunities were not properly addressed in the Agreement, and that Agreement financed-projects elsewhere in the Valley could negatively affect Indian development and the Indian way of life.
- Conveyance was a high priority for Environment Canada who wanted to move water in a more efficient manner and improve overall water management in the Qu'Appelle Basin. It was also a high priority for Saskatchewan Environment. However, the province's central agencies seemed to view conveyance improvement as a "questionable" flood control program. Some federal officials believed that provincial support for conveyance was limited because a provincial benefit-cost study, completed in 1973, indicated questionable viability.

Provincial support appears stronger now, and there are signs that the Bands may be softening their position. However, completion of the conveyance improvements will have to be financed under a new federal-provincial agreement.

As noted in Chapter 5, the nature of the Qu'Appelle River system dictates that the entire conveyance works must be implemented before the full benefits of increased operational flexibility can be realized. In addition, Saskatchewan Agriculture staff noted that this situation has prevented the implementation of drainage programs upstream. Without conveyance, the drainage work has been virtually frozen.

Of all the projects under Sector I, land use planning caused the most controversy. Most respondents agreed there was a need for land use planning and development controls, but they also felt that the provincial approach was very heavy-handed in the early years. This, combined with the lack of tangible benefits from the Agreement during the same period, resulted in a great deal of opposition to and cynicism about the Agreement among local residents. The situation improved over time, but in some respects the Qu'Appelle never fully recovered from a very bad start in the areas of public and community relations.

Ultimately, the benefits from land use planning significantly exceeded the costs. These benefits included:

- better understanding of land use and resource conflicts among Valley residents and provincial officials
- the establishment and successful operation of the Special Planning Area Commissions to resolve these conflicts
- lessons and experience which can be applied to other parts of the province.

Although it is unfortunate that local residents seem to remember the early problems most often, the respondents, with few exceptions, acknowledged the need for and the value of the land use planning activities.

Although the conveyance system is the best example of "unfinished business" under Sector I, the Evaluation Team identified other projects and programs which can also be viewed as unfinished. These include the following:

- Livestock Pollution Controls program has covered only about half the total number of livestock operations which require remedial measures.
- Only a portion of the total area prone to flooding has been purchased under the Flood Prone Land Purchase program.
- A final report on the Algae Barrier project was never written.
- A study of the effects of the Moose Jaw waste treatment system on the nutrient loading in the Basin has not been

conducted. It should be conducted once the system has operated for a period of time.

- Six properties in the CPR Annex area of Regina and many more properties in the Churchill Park residential area of Moose Jaw have been left in a difficult position. These properties are still at risk from flooding, but there are no funds available to purchase them or to take other remedial measures.
- Flood hazard maps and accompanying brochures for the rural areas were started, but were never completed or published.

The remaining concerns will have to be addressed in future federal/provincial initiatives involving the Qu'Appelle, or in separate initiatives implemented by the federal, provincial, or municipal governments.

Some of the Sector I programs and projects were very slow to get underway: little work occurred in Water Quality Monitoring and Research in the first half of the Agreement, partly because research was delayed until projects were completed; Livestock Pollution Controls got off to a slow start in part because of the early problems with the land use planning project; and construction of the Moose Jaw waste treatment facilities did not begin until 1981 (six years after the Agreement was signed).

Sector I also suffered from high -- and probably unrealistic -- expectations at the time the Agreement was signed. While many measures achieved their objectives and made important contributions to the Agreement's objectives, these Sector I initiatives only succeeded in slowing the deteriorating trend in water quality in the Qu'Appelle, not in reversing that trend. Not all nutrients are being removed by the system now in place. Water quality in the Qu'Appelle system will need constant monitoring and the results of that monitoring must play a pivotal role in future recreation and tourism planning in the Qu'Appelle Valley.

Sector 2 Issues

With the exception of the fish and wildlife projects, Sector 2 programs fell short of the initial Agreement planners' expectations. It was originally postulated that the tourism and recreation funds would largely be expended during the first years of the Agreement. An amendment expanding Sector 2 funds was envisaged to implement the tourism and recreation projects identified through the planning process. Actually, the original Sector 2 funds of $9,500,000 -- or the amended funds of $8,900,000 -- will not be fully expended by the end of the Agreement.

The Evaluation Team heard a great deal about "what went wrong with Sector 2." Surprisingly, there was a fair degree of consensus among respondents on this topic. Respondents mentioned the following problems:

- There was not enough realistic analysis done of markets and specific opportunities related to the Valley's recreation and tourism potential before the Agreement was signed. In addition, there was very little consultation between DTRR staff and Agreement planners, and between Agreement planners and Valley residents, prior to the Agreement. Consequently, the recreation and tourism programs were poorly defined in terms of their objectives and activities, expectations about the Valley's potential were unrealistic and inconsistent with the wishes of many Valley residents, and tensions developed between DTRR staff and Agreement administrators at the outset of the Agreement. (Departmental relations improved significantly in subsequent years.)

- Some segments of the public did not support major tourism development. The public involvement process which followed the publication of the Concept Plan indicated that from the local perspective, the Qu'Appelle Valley should be developed first for residents of the Qu'Appelle Basin, second for Saskatchewan residents, and lastly for out-of-province residents. Most residents appeared to be skeptical about the prospects for major tourism development in the Valley and/or appeared to place greater emphasis on socioeconomic costs than on possible economic benefits. (Perhaps as a result of these concerns as well as the lack of development expertise in the communities, interest in the Community Development Assistance Program was very limited.)

- The geographic coverage was too limited. Many DTRR planners believed the Agreement should have covered Lake Diefenbaker which had more recreation potential and less recreation use than the lakes in the Qu'Appelle.

- There were problems with the planning process, including the time required to produce the Concept Plan, the limited expertise and experience with tourism development among provincial officials, staff turnover in DTRR, and the limited use of federal expertise in various planning exercises.

- There was too much bureaucracy. Provincial officials, in particular, were unhappy with the Planning Committee. Commercial operators expressed concern about the "bureaucratic hassles" involved in securing funds from Program 2.5. Program managers stated there were too many levels to satisfy before securing approval for specific projects.

- Some respondents believe that DTRR's early emphasis on recreation and parks development was at the expense of tourism and that the province did not have a delivery mechanism to support private tourism development.

- There was a lack of commitment from the senior levels of DTRR and the provincial Cabinet. Tourism development was not given a high priority by the provincial government for the first half of the Agreement, and work only began in 1983/84 on the formulation of a Saskatchewan tourism strategy.
- Some respondents expressed the view that Saskatchewan was not given a high priority in national tourism plans and that some Federal planners were skeptical about the potential for developing destination tourist attractions in the Qu'Appelle or other parts of Saskatchewan. Parks Canada planners were located in Winnipeg and appeared to be more interested in historic sites than tourism and recreation development.
- There was only limited interest from the Implementation Directorate and the Management Board who generally had more experience with and more interest in Sector 1 activities.
- Staff turnover was high. Provincial delivery agencies experienced heavy turnover at both the senior and operational levels. This resulted in loss of time as new staff learned their responsibilities and changes in priorities. It could also have blurred perceptions of the Agreement's objectives. In addition, the federal and provincial officials responsible for program implementation were different from the staff responsible for planning and negotiating the recreation and tourism parts of the Agreement.
- The federal government lacked previous experience -- Program 2.5 was the first tourism incentive program in DREE. Industrial incentive officers were not familiar with the characteristics and needs of tourism operations and no DREE official was assigned full-time to Qu'Appelle applications.
- Ongoing programs provided limited support. SEDCO financing, for example, was not accessed because the terms and conditions of SEDCO loans were not sufficiently attractive to Valley tourism operators.
- The linkages between Sector 1 and 2 program implementation were questionable. It is arguable whether Sector 1, as designed and implemented, could provide the ecological improvements required to support major expansion in tourism and recreation activity in the Valley.

Other problems were the complexity of the Sector 2 activities and implementation delays. Sector 2 activities involved a mix of fisheries and wildlife programs, parks programs, and tourism projects -- a unique mix which was difficult to jointly plan and implement. The complexity of the task added to the time needed for planning and developing experience in program implementation.

The Concept Plan took almost four years to be completed, reviewed by the public, and accepted as the basis for implementation. Over the first five years of the Agreement, program implementation was largely restricted to the purchase of lands for future recreation use. The lack of planning guidelines was the major reason given for the limited disbursement of funds from 1974/75 to 1978/79. This may have been quite defensible from an operational perspective, but it resulted in Valley businesses and residents receiving no tangible benefits from the Qu'Appelle Agreement over this period. All that residents could see were land use planning controls designed to restrict development.

Under these circumstances, it is understandable that the public began to be skeptical and cynical about the Qu'Appelle Agreement. About this time, politicans and senior government officials also began to lose interest in the Agreement.

The situation had improved greatly by the late 1970s. The Concept Plan was completed, Master Plans were being developed, programs were in place, DTRR had developed many of the required skills, and the DTRR Deputy and Minister were strongly committed to tourism development. Unfortunately, these improvements came too late.

From 1980 on, development efforts were hindered by high interest rates, the world recession with its negative effects on tourism markets, and, to some degree, the change in government in the spring of 1982 (which led to another shift in priorities).

The result of all these influences was that, although some useful projects were funded under Sector 2, it never developed any momentum of its own. The Evaluation Team recognizes that many factors influencing Sector 2 programs were outside the control of program managers and Agreement administrators. These include the lack of pre-planning, unfavourable policy and external environments, and the heavy weight of unrealistic expectations. Nonetheless, we believe that more could have been accomplished under Sector 2 and what was done could have been done better.

According to some community respondents the problems with Sector 2 are illustrated by the fact that the largest single tourism and recreation development in the Valley over the past ten years was the Big Valley Rodeo facility at Craven -- a development which received no funding from the Qu'Appelle Agreement (for reasons which may be quite defensible when viewed in isolation). A number of community respondents also noted that two projects which were consistent with the spirit of the Agreement and may have significantly increased the number of attractions in the Valley -- Fort San as a convention centre and the Hudson Bay Company Store -- were never completed.

The experience with Sector 2 points out the necessity of having a well developed "game plan" before an Agreement is signed. In any event, Agreement managers should have ensured that preliminary planning guidelines were prepared within a few months of the Agreement being signed. (In fact, the Board asked DTRR to prepare preliminary guidelines soon after the Agreement was signed, but there is no evidence that the guidelines were produced.) These would have been broad guidelines which could be used by program managers to screen and priorize specific projects, and would have been designed to allow at least some program implementation -- such as commercial development incentives to private operations with obvious benefits -- to take place. As it was, guidelines for the provision of commercial development loans and incentives were not completed until well into 1977, and the first incentive grant was not offered until May, 1979.

If preliminary guidelines had been prepared and accepted, work could have proceeded on the Concept Plan and public involvement program over the next twelve to eighteen months. Under this schedule, the conceptual planning process would have been completed by mid-1977 at the latest. Sector 2 program managers and private operators would have had three years with a favourable economic climate to plan, design, and construct major recreation and tourism facilities. We appreciate that hindsight is always "20/20." However, we also appreciate the frustration expressed by many respondents about the length of time needed to complete the conceptual planning process (which, it should be remembered, was designed as the first stage of a three stage planning exercise).

6.2 Quantifiable Effects

A number of the impacts and effects of the Qu'Appelle Agreement are quantifiable. Each of these is discussed below.

Capital Investment. Appendix C, Table C-3 indicates that the Agreement supported total capital investment of close to $30 million over the ten year period. This figure includes capital investment financed directly by the Agreement, as well as the portions of projects financed by others, including CMHC, municipalities, Ducks Unlimited, and private operators (in the case of Program 2.5). Our judgement is that a significant portion of this investment would not have proceeded without the Agreement. This point is further discussed below.

Construction Employment. The same table (Appendix C, Table C-3) indicates that this capital investment generated nearly $9 million in wages and salaries and approximately 430 person-years of construction employment (an average of about 40 jobs per year over the life of the Agreement).

It should be emphasized that this is an upper limit to the construction wages and employment which were "created" by the Agreement. First, some portion of these capital projects may have proceeded without the Agreement. Second, and perhaps more important, capital works projects were often constructed by provincial staff, and, in many instances, the Qu'Appelle projects likely constituted a small part of total departmental capital budgets. In these cases, it is difficult to argue that the Agreement was responsible for -- or created -- this employment.

Recreation Use and Tourism Expenditures. The operations financed under Program 2.5 may have resulted in increased tourism revenues in the Valley. At the very least, the operations increased the benefits to the Valley from the travellers already going through the Valley. However, in an aggregate sense, it is difficult to argue that the Agreement had a significant effect on recreation and tourism expenditures in the Valley.

The perceptions of residents suggest little growth in the Qu'Appelle's tourism and recreation sector in the past decade -- it is likely that the Valley's share of the Saskatchewan tourism market has declined over this period. For example, visitation figures for provincial parks and recreation sites in the Valley show a decline in use from 1973 to 1982. (For the total provincial system, visitation at provincial parks has been relatively stable in recent years.) Respondents linked changes in Valley tourism more to macroeconomic trends than to Qu'Appelle projects and programs. Appendix B provides a brief analysis of available information on tourism and recreation in the Qu'Appelle and the total province.

Continuing Jobs and Incomes. The continuing employment effects of the Qu'Appelle are largely limited to the 60 or so jobs in the private operations financed under Program 2.5 and a few jobs in government. (Many of these jobs -- such as the Implementation Office -- have already disappeared in the sense that they have been absorbed back into the provincial civil service.) Some jobs could also be provided through maintenance work on capital projects funded by the Qu'Appelle (e.g., the fish and wildlife projects). However, employment from this source is difficult to quantify.

Supplier Related Effects. Valley businesses and workers could have benefitted from the Agreement by supplying goods and services to Agreement-financed capital projects or tourist operations. These supplier-related impacts appear to be minimal, for the following reasons:

- Most of the construction work was handled by outside contractors and provincial agencies.

- The tourist operations are too small to generate significant demands for goods and services produced by other businesses.

- The Qu'Appelle business sector is too small to supply the range of goods and services required by Agreement projects.

Spinoff Benefits. The Evaluation team attempted to identify instances in which government financed and operated facilities (such as those funded under Program 2.3) provided spinoff benefits to commercial operations which were not assisted by the Agreement. The Team has so far been unable to identify any such instances, but we recognize that the Regina Beach-Valeport development and the signage program could provide important benefits to commercial operations in the future.

Water Quality. As noted in Appendix A, research has been done on water quality trends in parts of the Qu'Appelle system. However, a continuing monitoring and research program is desirable in conjunction with a program to compile all existing information to develop up-to-date conclusions on water quality in the Qu'Appelle. The available information and the perceptions of respondents suggest that deterioration in the quality of the water in the system has been slowed and possibly arrested, but not reversed. Respondents generally credited Agreement projects for this benefit.

Other Measures. The Evaluation team used other measures tc evaluate the effectiveness of individual programs. These are discussed in Appendix A.

6.3 Other Agreement Impacts and Issues

Time Frame for the Agreement. Although the typical length of a subsidiary agreement is five years, the Qu'Appelle Agreement's term is ten years. The experience of the Qu'Appelle leads us to the conclusion that ten years may be too long for a federal-provincial agreement.

The long time frame may have been justified by: (a) the time needed to plan, design, and construct major infrastructure projects, (b) the time needed for the development and implementation of long-term strategies and plans for tourism and recreation development, and (c) the time needed for government tourism planners and program managers to develop experience with tourism and recreation development concepts in the Valley and for Qu'Appelle residents to become comfortable with these concepts.

On the other hand, the extended period had serious drawbacks:

- Opportunities to remedy early mistakes -- such as the failure to develop programming specifically directed toward the Indian Bands -- were limited.
- Implementation occurred at a leisurely pace in many programs in the early years, in part because Agreement managers believed that annual spending could be accelerated in the second half of the Agreement.
- Because very little planning occurred after 1978, the structure of the Agreement changed very little over time. The current programs are essentially the same as the ones described in the original Agreement document. The Agreement was virtually static, which is perhaps surprising for a ten-year program of work. A different

timing structure, involving perhaps two five-year agreements, would have forced the two governments to conduct additional planning for the second agreement, and would have provided the opportunity for mid-course corrections and for injecting new program ideas into the second agreement.

- Commitment to the Qu'Appelle appears to have diminished over time. This may be particularly true on the provincial side, as evidenced by the cuts made by provincial Treasury Board to Qu'Appelle programs in recent years. A structure involving two five-year agreements would have generated a renewed commitment to the Qu'Appelle at the time the second agreement was signed.

We conclude that two five year agreements would likely have generated better results. In particular, we believe more would have been accomplished during the initial years if program funds had lapsed after five years rather than ten.

Perceptions of the Agreement. The consultations indicated that the Agreement meant different things to different people -- it was perceived differently by the general public and by the two governments. For example, the province generally placed greater emphasis on Sector 1 programs while the lead federal department generally focussed on the recreation and tourism programs in Sector 2. As well, some tourism planners in the early years thought the Qu'Appelle could be the location for a major destination resort, but this view was not shared by all planners or by permanent and cottage residents of the Valley who wanted very low priority given to out-of-province tourism.

In addition, the public's expectations of the Agreement were too high. This was particularly the case for the Agreement's anticipated effects on water quality, flooding, and recreation and tourism development. This problem arose partly because of the understandable difficulty the general public exhibits in understanding complex scientific phenomena. Another factor was the wording of the original Agreement, newsletters, and other materials which tended to promise more than the Agreement was designed to deliver. Differences in perceptions and expectations explain a lot about the early tensions between provincial and federal officials, Qu'Appelle administrators and program managers, and government officials and the general public.

Complexity of the Agreement. As noted in Chapter 2, the Qu'Appelle is a very complex and ambitious federal-provincial agreement. It addresses a wide range of issues and concerns and involves a large number of government departments in its planning and implementation. The departments and agencies involved in the Qu'Appelle included the following:

Federal: DREE, CGOT, Parks Canada, Environment Canada.

Provincial: Environment, Agriculture, Urban Affairs, Intergovernmental Affairs (Executive Council), Tourism and Renewable Resources (Now DPRR), Industry and Commerce, and SEDCO.

Using hindsight, it is possible to argue that a simpler agreement would have been more effective. It certainly would have been easier to administer. Nonetheless, we found that although the premises and linkages underlying the Agreement were poorly defined and somewhat overambitious, the Agreement's basic rationale and structure are largely defensible. In our view, complexity is one of many factors which may have impeded the effectiveness of the Qu'Appelle Agreement, but it is not one of the important ones. The complexity of the Agreement is further discussed in Chapter 8.

Scope of the Qu'Appelle Agreement. Despite the broad scope of the Agreement, there are at least two groups who believe their interests were not properly addressed in the Qu'Appelle Subsidiary Agreement. These are the farm community and the eight Indian Bands in the Valley.

The farm community believes that the Valley's irrigation potential should have been directly addressed in the Agreement. This would have added a whole new set of sectoral interests to the Agreement, and would have resulted in an Agreement that was even broader in scope and more difficult to administer. We agree, however, that the Valley's irrigation potential should be researched prior to any future major initiatives in the Qu'Appelle.

On the other hand, we believe that the Agreement should have incorporated programs designed to directly assist the Indian Bands in the Qu'Appelle. This was one of the more appealing features of the Northlands Agreement signed in 1978. It is noteworthy that the Northlands program was unpopular with the southern Indian Bands because they were excluded. Excluding them from the Qu'Appelle only added to their displeasure. Many problems with the Qu'Appelle Agreement relate to the failure to directly involve the Indian Bands -- it not only prevented the completion of the conveyance program, but may also have hurt the effectiveness of Sector 2 programs (since the Bands own some valuable recreation lands.)

There are a number of reasons for failing to consult with the Bands before the Agreement was signed or to design programs to directly address their concerns, including the following:

- The provincial government at the time held the firm position that Status Indians were solely the responsibility of the federal government.
- Communication links between Indian Affairs and other federal departments were not well established, and it appears that federal officials did not have confidence in the program delivery capabilities of Indian Affairs.
- The Qu'Appelle Bands were not very vocal before the

Agreement was signed. They were not well organized until the Qu'Appelle Valley Indian Development Authority was established in 1979.

- Qu'Appelle planners and administrators tended to treat the Bands the same as other property owners, rather than as a group with special interests and needs.

The Evaluation Team finds none of these reasons particularly persuasive. We recognize that efforts were made to consult with and involve the Bands after the Agreement was signed. However, by then it was too late. We also recognize that the Bands were not specifically excluded from receiving assistance from the Qu'Appelle programs. However, it appears that the Bands would only have been interested if a separate component of the Agreement were specifically directed toward them. This position is understandable in light of the stated policy positions of all those involved and the Band's importance within the Valley.

Both signatories to the Agreement were responsible for this highly unsatisfactory situation. However, because Status Indians are a federal responsibility under the Canadian constitution, the federal government must accept the major portion of the criticism. From the perspective of 1983, federal insensitivity to the concerns of the Qu'Appelle Indian Bands in the mid-1970s is difficult to explain and even more difficult to defend.

It is clear that the failure to involve the Bands is the weakest aspect of the Qu'Appelle Agreement. Whatever the reasons for this oversight, all parties to the Qu'Appelle Agreement have paid the price.

Linkages Between Sector 1 and Sector 2. The original Agreement postulated a very strong linkage between Sector 1 and Sector 2 programs. Programs under Environmental Improvement and Management were designed to ensure a strong environmental base for future recreation and tourism development, thereby providing direct and substantive support to programs under the Tourism and Recreation Development Sector.

In our view, the linkages were plausible, but their implications were not well thought out before the Agreement was signed, nor were they developed as a planning tool during the course of the Agreement. Three findings are particularly important in this regard:

(1) The anticipated accomplishments of Sector 1 programs and their implications for the Valley's recreation and tourism potential were not properly defined, forecasted, and quantified at the start of the Agreement.

(2) The water quality, flood control, and land use planning measures -- either as designed or implemented -- could not provide the kinds of ecological improvements needed to support major expansions in tourism and recreation activity.

(3) The results to date from the water quality monitoring and research (Project 1.1.1) have not been used as a planning tool to guide future tourism and recreation activity in the Valley.

Coordination between Agreement Programs. The original Agreement placed a great deal of emphasis on the integration of activities and the need for coordinated program delivery, and the Evaluation team found several instances of coordinated program delivery. For example, the lands purchased under Program 2.6 were often used in the development of tourism facilities under Programs 2.2 and 2.3. In addition, the design and construction of fish and wildlife projects were fairly closely coordinated with land use planning and conveyance improvements.

However, advantage was not always taken of opportunities for complementary administration. For example, with one exception, the private developments assisted under Program 2.5 were not facilities which were identified under Program 2.1. Except for the Regina Beach/Valeport development, tourism and recreation planning studies generally had little effect on private investment decisions or on development plans of Qu'Appelle communities. Many of the anticipated linkages between land use planning and other programs did not emerge, and many Sector 1 and 2 programs were implemented quite independently of each other. In general, the coordinating and integrative capabilities of the Agreement were not utilized to their full potential.

Role of Planning. Long-term planning played an important role in the Qu'Appelle Agreement. Three distinct planning processes were implemented:

- the Qu'Appelle Basin Planning Study which pre-dated the Agreement;
- fish and wildlife management plans; and
- tourism and recreation planning which culminated in the Concept Plan completed in 1978.

The first two processes were quite successful in terms of the criteria outlined in Section 4.3. A significant portion (about 60%) of the Qu'Appelle Basin Study recommendations were implemented during the course of the Agreement -- a particularly noteworthy achievement in light of the fact that the Basin Study was completed well over a decade ago.

For reasons described above, tourism and recreation planning was less successful. The planning process provided a number of useful products, but the results were less than expected. The process was plagued by unrealistic expectations, false starts, slow delivery, and lost momentum. In the profile for Program 2.1, we conclude that although the Concept Plan served as a useful guide for establishing general development directions, the Plan and subsequent planning initiatives did not provide an adequate framework for the overall coordination of activities under the Sector 2 programs.

Despite these qualifications, we believe that the long-range planning efforts are among the most attractive features of the total Qu'Appelle work program which began in the late 1960s. The planning processes have paid important dividends and could provide more benefits in the future.

Agreement Leverage on Ongoing Government Programs. The Agreement was clearly intended to be a 'lever' to expand the funding of other government agencies in the Qu'Appelle. This did occur under Program 1.2 where Agreement expenditures of $4 million "resulted in" CHMC loans of over $7 million to finance municipal waste treatment facilities in six Basin communities. This leverage effect was also expected in the case of SEDCO loan financing, but there is no evidence that the Agreement resulted in increased SEDCO activity in the Valley.

The original Agreement also suggests that the Qu'Appelle Agreement could be used as a mechanism for coordinating and enhancing the funding and effectiveness of other government programs in the Qu'Appelle. Ongoing programs which could have been influenced by the Agreement include: Special ARDA, regular ARDA, PFRA, RDIA, Indian Affairs' economic development programs, the Canada-Saskatchewan Agreement on the Development of Last Oak Park, CEIC's training programs and those of the provincial government, and the programs in Industry and Commerce (e.g., Main Street). However, we found no evidence of coordinated or complementary delivery between Qu'Appelle programs and programs of other agencies. In general, the Agreement's effects on other government programs and agencies fell short of the expectations of the initial planners of the Agreement.

Agreement Leverage on Private Investment. The Qu'Appelle Agreement was intended to expand private investment in the Valley. This did occur to a limited degree under Program 2.5, where commercial development incentives are expected to generate private capital investment in excess of $3 million. In addition, Ducks Unlimited was involved in five major wildlife projects, contributing a total of about $1.6 million in capital expenditures.

Under the Livestock Pollution Controls programs, some farmers invested their own funds as part of a general rebuilding or modernization program run concurrently with the pollution control works. The amount of this capital investment cannot be estimated without detailed analysis of each livestock operation.

The Evaluation Team looked for indirect spinoffs by which private investments would result from Agreement-supported projects. However, no examples were uncovered. Private investment in excess of $4.5 million is not insignificant, but this figure falls short of early expectations and what probably would have been achieved if the delivery of Sector 2 programs had started earlier.

Public Involvement. The planning and implementation of the Qu'Appelle Agreement involved a number of distinct public involvement processes. The Agreement's public involvement program is reviewed in the profile for Program 2.1 (Appendix A). As indicated there, community respondents believed their views were listened to, but they did not express any strong opinions as to the effectiveness of their input. The public involvement processes also greatly increased the awareness of Valley residents regarding resource and land use conflicts and the Qu'Appelle's recreation and tourism potential.

A major concern with public involvement in tourism and recreation planning was that a public consultation process was mounted only after the draft Concept Plan was complete, and the Concept Plan document was not revised after the public participation program was completed. A preferable approach would have been to hold formal public meetings as part of plan development. Public involvement was also an integral part of the land use planning program.

Under all of these processes, a great deal of information was distributed to the public and many Valley residents read the information and attended meetings. There is little evidence that public input had a significant impact on the effectiveness of the Agreement and its component programs. Nonetheless, efforts at public involvement were an important and attractive aspect of the Qu'Appelle Agreement. The experience gained and lessons learned from these processes should be considered in future federal/provincial initiatives.

Cumulative Effects. The Evaluation team could find little evidence that the Agreement had a cumulative effect on economic and environmental conditions in specific locations or communities, or on the socioeconomic circumstances of target groups. There are a number of reasons for this:

- Linkages and coordinated delivery among programs were less than anticipated.

- Qu'Appelle-financed projects and facilities were spread among many locations and communities in the Basin. This distribution afforded little opportunity for agglomeration effects.

- Sector 2 programs did not build any sustained momentum and had only a modest effect on recreation use, tourism revenues and employment, business development, and other quantitative indicators.

It is possible that cumulative effects could emerge from the Regina Beach/Valeport development, the projects funded in the Fort Qu'Appelle area, or recent developments in the Tantallon area. However, these effects are likely to to be quite modest (especially compared with initial expectations regarding the Agreement).

Incrementality. Much of the Qu'Appelle activity can be viewed as "incremental" -- many projects would not have proceeded without the Agreement; others may have occurred, but on a much smaller scale or at a later date.

Possible exceptions include the Regina waste treatment facility and the Fort Qu'Appelle Recreation Centre, both of which were under construction when Agreement funding was approved. In light of public concern after the 1974 flood, some portion of the flood protection works financed under Program 1.1 would also probably have been completed without the Agreement. Finally, it is likely that some of the smaller public recreation facilities under Program 2.3 would have been funded by DTRR as part of their ongoing programs.

With these possible exceptions, most of the capital works projects and other activities funded under the Qu'Appelle Agreement can be viewed as incremental. This means that a significant portion of the socioeconomic and environmental changes which resulted from, or are associated with, the Agreement would not have occurred if the Agreement had not been signed.

Impact on the Quality of Program Delivery. The Team identified some instances in which the quality of program delivery was enhanced because the program was delivered under the umbrella of the Agreement. Community respondents noted that Regina residents had greater confidence in the flood control plans because the work was being conducted under the Agreement. The conveyance system improvement program and other Qu'Appelle projects benefitted significantly from the work of the Multi-Disciplinary Design Team. Because the technical expertise and support of senior governments was applied to the program, it had more credibility in the eyes of the public.

In addition, although sewage treatment facilities likely would have been built at Moose Jaw without the Qu'Appelle Agreement in place, the Agreement provided an opportunity to install an advanced form of treatment (land irrigation) to reduce both nitrogen and phosphorus loadings on the River. In the adsence of the Qu'Appelle Agreement, it is likely that some other form of treatment would have been installed with less benefit to the river.

At the same time, some potential opportunities for delivery improvements may not have been realized. The tourism and recreation planning process would have benefitted from the direct employment of federal planning expertise, rather than the use of federal planners as reviewers and "critics" on the Planning Team.

We concluded that this feature was important to a few programs, but not to the Agreement as a whole -- partly because many programs were implemented independently.

Unintended Effects. Previous sub-sections have uncovered some examples of unintended effects resulting from the Agreement. The only unintended effects of a negative nature we have identified are:

- early problems with land use planning may have delayed

the implementation of other Qu'Appelle programs and heightened local opposition to the Agreement in general; and
- the failure to complete the conveyance program negatively affected the drainage programs of Saskatchewan Agriculture.

On the other hand, there are some some important side-benefits from the Qu'Appelle Agreement. Provincial planners and program managers tested a number of techniques in the Qu'Appelle, techniques which are now being used in other parts of Saskatchewan. For example, the preparation of the Concept Plan was the first time tourism was looked at as an industry in Saskatchewan, and the firt time that long-term planning was applied to tourism and recreation in the province. The skills developed and the lessons learned from the Qu'Appelle have enhanced the province's ability to take on the large scale tourism development planning now underway on a province-wide basis. Qu'Appelle was also one of the first instances in which federal development incentives were used to assist private firms in the service sector. Through the Qu'Appelle, both governments learned a great deal about public involvement processes and the value of public input in preparing development plans. In addition, Saskatchewan Agriculture used the Flood Prone Land Purchase Program as a model for a recent program in the Souris River Valley.

Unemployed Resources. Capital works projects which used local contractors and tourism operations which received commercial development incentives likely resulted in the utilization of labour and other resources which otherwise would have been unemployed or underemployed. However, it is difficult to make the same argument for capital works projects constructed by provincial agencies or outside contractors, or for programs which provided continuing employment to government officials.

It should be remembered that for most of this period employment growth in southern Saskatchewan was high, and the unemployment rate was at or near full employment levels. Because of these factors and the small employment effects of the Agreement, the Qu'Appelle's impacts on the province's unemployment rate and other labour market indicators were negligible.

Longer Term Effects. Many of the infrastructure and planning programs of the Agreement were intended to lay the foundation for the longer-term growth of tourism and recreation activity in the Qu'Appelle. However, because many of the major infrastructure and tourism and recreation projects have only been completed recently or are still under construction, the effects of these projects will not become visible for many years.

Our general view is that once the loose ends are tidied up (e.g., the completion of the Moose Jaw system), the Agreement will have significantly enhanced our knowledge of the Valley's recreation and tourism opportunities, and will have upgraded the capability of the Qu'Appelle to absorb expanded recreation and tourism activity in the future.

Whether this potential ultimately results in socioeconomic benefits in the form of recreation use, tourism expenditures, income and employment, and new businesses will depend on the future actions of the private and public sectors, and, in particular, on the role of the Qu'Appelle in province-wide tourism planning and programming.

Qu'Appelle Spending. Many respondents, especially residents of the Qu'Appelle, were critical of the failure to disburse the full budget of the Agreement. The under-expenditure of $7 million could be a major public issue upon completion of the Agreement. This underspending is especially striking in light of the high inflation rate of the past decade.

There are a number of reasons for the underspending: lack of pre-planning for Sector 2; delays in implementing Sector 2 and some Sector 1 programs; inability to complete the conveyance program; and provincial Treasury Board cutbacks in the early years and again in 1983/84. In our view, another important factor was the ten-year length of the Agreement which led some officials to believe there was lots of time available to get on with the job.

7.0 OVERALL EFFECTIVENESS OF THE QU'APPELLE AGREEMENT

This section evaluates the achievements of the Qu'Appelle Agreement in terms of its three effectiveness objectives.

A number of respondents expressed the view that the Agreement's original rationale and objectives were not well thought out or well defined. We share this view. Accordingly, when evaluating the Agreement and each program in terms of its objectives, we use the "intent" of the objective -- as described to us by respondents and interpreted by the Team -- rather than a literal interpretation of the objective.

As noted earlier, the evaluation of Agreement performance in relation to its stated objectives must be consistent with the assessment of program achievements (Chapter 5 and Appendix A) and the potential linkages between the Agreement's programs and the three Qu'Appelle objectives. At the end of each program profile, the Evaluation Team offers conclusions regarding the contribution of each program to the Qu'Appelle objectives. These results are summarized in Exhibit 7.1.

Based on the exhibit and the results from Chapters 5 and 6, the Evaluation Team has developed the following conclusions about Agreement performance in relation to its objectives.

Objective 1: To ensure the long-term productivity of the Qu'Appelle Valley's recreation and tourism resource base, including the natural environment, historic resources, cultural heritage, and hospitality industry.

This objective has been realized to a fairly significant degree. The major achievements include the following:

- The deteriorating trend in water quality in the Qu'Appelle system has been slowed and possibly stopped.
- Much more is known about the sources, patterns, and trends associated with water quality in the system.
- A more realistic picture of recreation and tourism potentials and opportunities in the Valley has developed.
- Land use plans and development controls are now in place.
- Lands and buildings have been purchased. Some have already been developed for recreation use, and others have been set aside for future development.
- Some important recreation sites and attractions have been developed, especially in the case of fish and wildlife projects.

However, some important qualifications must be placed on our

EXHIBIT 7.1: CONTRIBUTIONS OF INDIVIDUAL PROGRAMS TO ACHIEVEMENT OF THE QU'APPELLE OBJECTIVES

	Objectives		
Program	Ensure Productivity of Recreation Resource Base	Increase Socioeconomic Benefits from Resource Base	Improve Management of Land and Water Resources
1.1.1 Water Quality & Montoring Research	medium	low*	high
1.1.2 Livestock Pollution Controls	medium	low*	medium
1.1.3 to 1.1.6, 1.1.8 Flood Protection, and Flood Hazard Mapping	medium	low*	high
1.1.7 Conveyance System Improvements	low	low*	low[1]
1.1.9 Land Use Planning & Development Controls	medium	medium	high
1.2 Municipal Waste Treatment	high	medium*	medium
1.3 Flood Prone Land Purchase	low*	low*	medium
2.1 Tourism & Recreation Planning	medium	medium	medium
2.2 Historic/Recreation Corridor Development	high	medium	medium*
2.3 Tourism Facilities Development	medium	medium	low*
2.4 Commercial Development Loans	low	low	low[2]
2.5 Commercial Development Incentives	low*	medium	low*
2.6 Alternate Land Use	high	medium	medium*
2.7 Community Development Assistance	low	low	low*

Notes: Low, medium, and high ratings are based on two factors:

- the potential linkage between the program and Agreement objective
- the actual contribution of the program to achieving the Agreement objective.

In some cases, the relationship between a program and objective is indirect. These instances are indicated with an asterisk (*).

1. System is incomplete.
2. No activity.

conclusions. The deteriorating trend in water quality has not been reversed -- continuous monitoring and further capital investments will be needed in the future. The knowledge of water quality trends and patterns is not being extensively applied to tourism and recreation planning. Major economic benefits in the form of recreation use, tourism revenues and employment, and new tourism businesses have not yet been realized.

A final qualification relates to the word "ensure" in the objective statement. The use of the word "ensure" indicates that the Agreement was to have a certain and lasting effect on the productivity of the Valley's resource base. Although the Agreement has improved the long-term productivity of this base, it has not ensured it. Future actions are needed to enhance the Valley's recreation and tourism base and to make sure that the improvements resulting from the Agreement are maintained. In light of the complexity and longstanding nature of the problem, no ten-year program of work involving the (proposed) expenditure of $33 million could be expected to ensure the long-term productivity of the Qu'Appelle Valley's recreation and tourism resource base.

Objective 2: To increase the benefits from utilization of this resource base in terms of:
- improved incomes and greater diversity of employment opportunities for residents of the Qu'Appele Valley; and
- increased recreation opportunities for residents of nearby urban centres, particularly Regina and Moose Jaw, thereby influencing individual locational decisions of employers and members of the labour force in favour of these centres.

The achievement of this objective is much more limited than the achievement of the first objective. The recreation lands purchased under the Agreement and the recreation sites, attractions, and facilities that have been developed have increased the recreation opportunities available to nearby centres. The developments are distributed throughout the Valley, and, therefore, the Agreement could potentially result in a better distribution of resource and tourism activity by location and season.

However, we do not know what effect these developments have had on the locational decisions of employers and workers. Our judgement is that the effect is small, reflecting:
- the fairly small number of attractions and facilities that were financed; and
- the small importance of recreation opportunities compared to other factors which go into a locational decision.

This is the Evaluation Team's opinion, and is not based on extensive analysis.

More important qualifications relate to the first part of the objective statement. The employment and income benefits to

Qu'Appelle residents have largely been limited to a few construction jobs and the 60 or so continuing jobs in the facilities financed under Program 2.5. To date, the Agreement appears to have had limited impacts on recreation use, tourism revenues and employment, and the number of tourism businesses in the Valley. Although these impacts may increase in the future, based on activities already completed and projects now under construction, the magnitude of the potential benefits is impossible to predict. Regardless, the socioeconomic benefits generated by the Agreement fall far short of initial expectations and are less than what could have been accomplished if implementation of Sector 2 programs had started earlier.

Objective 3: To improve the management of the land and water resources of the Qu'Appelle Valley to meet existing and future uses of these resources.

This objective has been achieved to an important degree. The major accomplishments include the expanded information base on the Qu'Appelle's ecosystem, the preparation of land use plans and the establishment of development controls, the reduction in the flood hazard, and the land purchases.

The most important qualification relates to the inability to complete the conveyance system improvements. Minor qualifications relate to the partial coverage achieved by two programs -- Livestock Pollution Controls and Flood Prone Land Purchases.

Summary Comments

We conclude that the first and third objectives were realized to a fairly significant extent, but that less success was achieved for the second objective. It is noteworthy that the first and third objectives are largely related to public capital works projects and programs that are mainly under government control. In contrast, achievement of the second objective depends to a significant extent on private investment generated either directly or indirectly by Agreement initiatives. We earlier noted that the Agreement's effects on private capital spending were quite limited.

A mixed pattern of success is also apparent in the Agreement's accomplishments over time. With a few important exceptions (Regina waste treatment, flood protection, and purchases of flood prone land), relatively little was achieved over the first four or five years of the Agreement, but spending and activity targets were realized to a much greater degree over the second half of the Agreement. Unfortunately, by that time Sector 2 programs and the Agreement as a whole had lost some momentum and the economic and policy environments were not always favourable. The major outcome was an under-expenditure of more than $7 million.

It is difficult for an Agreement with the scope and complexity of the Qu'Appelle to be called a total success or a total failure. Perhaps the best that can be expected for such an Agreement is to be a "qualified success." In our view, this is what the Qu'Appelle has been. Many Qu'Appelle projects and programs were useful, desirable, and well implemented in themselves, but they add up to much less than was intended by the original planners of the Agreement.

We recognize that initial expectations were very high especially with regard to the Valley's tourism potential. However, we also believe that more could and should have been accomplished over the ten year life of the Agreement. The major shortcomings of the Agreement were the failure to directly involve the eight Indian Bands, and the delayed implementation of Sector 2 programs. If these problems had not emerged, more would have been accomplished in both sectors.

Despite all our qualifications, we believe that the Qu'Appelle Agreement was a necessary and worthwhile endeavour. What it accomplished is very important to the Qu'Appelle Valley and Basin residents. We are impressed with the original decision of the two governments to join forces and tackle a difficult and complex set of problems, and with the efforts of all parties to the Agreement in implementing and administering a difficult federal/provincial Agreement.

If the Qu'Appelle Agreement had not been in place over the past decade, the current situation in the Qu'Appelle Valley and Basin could be much worse than is currently the case. At the very least, the government expenditures required to address the Valley's problems would be much greater than the actual amounts disbursed under the Agreement. In our view, the Qu'Appelle Agreement represents a good application of public funds and the financial support provided by both governments was warranted.

SECTION C:

AGREEMENT DELIVERY

8.0 ANALYSIS OF MAJOR DELIVERY ISSUES

It was agreed with the Evaluation Committee at the outset that the evaluation would focus on the effectiveness of the Qu'Appelle programs and the Agreement as a whole, with less emphasis on program delivery and efficiency. Accordingly, this chapter focuses on overall Agreement administration, Agreement-wide issues, and delivery factors which had a significant impact on Agreement and program effectiveness.

8.1 Joint Management Structure

The structure established to manage and administer the Qu'Appelle Agreement includes five major elements (see Exhibit 2.1).

As outlined in the Agreement, the **Qu'Appelle Valley Management Board** was to consist of eight members:

- the Director General, Saskatchewan, of the federal Department of Regional Economic Expansion (now DREE/ITC) or his/her designate, as federal co-chairman
- the Deputy Minister of the Saskatchewan Department of the Environment or his/her designate, as provincial co-chairman
- three other federal members, comprised of one senior official representing each of the following federal departments: Environment; Industry, Trade and Commerce; and Indian Affairs and Northern Development
- three other provincial members, comprised of one senior official representing each of the following: the Department of Tourism and Renewable Resources (now DPRR) and the Executive Council; the other member to be named by the provincial co-chairman of the Board.

This was the composition for the first part of the Agreement.

The current membership includes DREE/ITC (now DREI), CGOT (part of ITC), Parks Canada (now part of Environment Canada), and Environment Canada (Inland Waters Directorate) from the federal side; Environment, Agriculture, Parks and Renewable Resources (formerly DTRR), and Urban Affairs from the province. The Board first met in December, 1975 and has assembled 30 times since then.

The Management Board is responsible for the management of the Qu'Appelle work program. Its principal functions include reviewing and determining the work program and providing direction to the Implementation Directorate. The Board meets on an as needed basis, but at least four times a year.

The **Qu'Appelle Valley Implementation Directorate** is comprised of a federal coordinator appointed by the Director-General, Saskatchewan of DREE and the Director of Implementation (see below). The Directorate's main functions are to prepare and recommend to the Board an annual work plan and budget, and to review and approve all awards of contracts.

The Deputy Minister of Saskatchewan Environment appointed a **Director of Implementation** who is responsible for the coordination and implementation of the annual work plan, except in cases where this responsibility was specifically assigned to another person or agency. The Director also managed the Qu'Appelle Office which was located in Fort Qu'Appelle until it was terminated on April 1, 1983. The office had a staff of four, including officials responsible for coordinating Sector 1 programs, Sector 2 programs, and public involvement.

The **Qu'Appelle Valley Public Advisory Council** (PAC) was established by the Board to review material provided by the Board and to advise the Board regarding the Qu'Appelle work program on behalf of the members of the public affected by the work. Since early 1976, the PAC has met about twice a year.

Over the period of the Agreement, the Board established the following committees:

- The **Multi-Disciplinary Design Team** was established to carry out the detailed design of all water conveyance works to be constructed under the Agreement, and to review wetlands projects on the Qu'Appelle Valley floor.
- The **Environmental Sector Committee** was established to assist the Management Board and Directorate in assessing the work carried out under Sector 1, and to ensure the work was implemented on the basis of sound environmental practices.
- The **Public Involvement Committee** was established to advise the Board through the Directorate on the development, coordination, and implementation of all public involvement programs carried out under the Agreement.
- The **Planning Committee** was established to advise the Management Board through the Directorate on all work to be carried out under Sector 2, and to ensure that it met sound planning practices. The work of the Planning Committee was to be carried out in close cooperation with the Recreation/Tourism Planning Team, and the Committee was to provide advice to the Team on request for all aspects of Sector 2 planning.
- The **Recreation/Tourism Planning Team** was located in the Department of Tourism and Renewable Resources and was responsible for preparing the recreation and tourism Concept Plan over the first three years of the Agreement.

The five Committees and Teams were very active in the first three years of the Agreement, but in the last few years only the Design Team has been actively involved in Agreement implementation.

The joint management structure had the following features and potential problems.

Complexity. The structure involved eight different groups, and Agreement implementation and coordination required the participation of at least 11 federal and provincial departments and agencies. With such a large number of players, it is essential that decision-making and budget approval processes be well defined, terms of reference and responsibilities be well defined and understood by all, and good personal relations be developed between officials in all groups and agencies.

Departmental Roles. Saskatchewan Environment was to be the lead agency on the provincial side, with modest responsibilities for program delivery. DREE was to be the lead agency on the federal side, with limited responsibilities for program delivery. DREE provided only a portion of federal cost-sharing. Under such circumstances, it is essential that planners and administrators at the top develop good relationships with program managers. Both sides must also develop a good understanding of their mutual functions and problems. Ultimately, planners and administrators have to trust program managers to carry out Agreement programs in an efficient and effective manner.

Budget Approval Process. The budget approval process in any federal/provincial agreement is a complex matter. In the Qu'Appelle, this problem was heightened by the large number of groups and agencies that had to be involved and satisfied, and by the rigour of the province's budget approval process.

The procedures for establishing the annual work program and budget are as follows:

(1) The Qu'Appelle Directorate, based on consultations with other provincial agencies, recommends to the Qu'Appelle Valley Management Board the projects that should be undertaken in the next fiscal year and the level of expenditure.

(2) The Board gives general direction on what should be included in the annual work program for the next fiscal year.

(3) The provincial line agencies are asked to draft a budget based on the direction provided by the Board. The items are included in each provincial department's budget and flagged for the Budget Bureau analysts as Qu'Appelle budget items to be considered by Treasury Board as a separate submission.

(4) The agencies submit their detailed expenditure estimates to the Qu'Appelle Implementation office for inclusion in the annual work program.

(5) The Qu'Appelle Valley Management Board considers the detailed budget requests of the provincial agencies, approves budget items, and recommends budget amounts in approving the annual work program.

(6) The Department of the Environment prepares a consolidated budget for the Qu'Appelle and presents it to Treasury Board on behalf of all provincial agencies.

(7) Following Treasury Board approval, the approved amounts are placed in the provincial agencies' budgets.

(8) The Qu'Appelle Implementation office advises the Qu'Appelle Valley Management Board and provincial agencies of the approved funds in provincial agency budgets.

The Public Advisory Council often reviews the annual work program at an early stage, and generally reviews the program in a joint meeting with the Board prior to its submission to provincial Treasury Board.

At the start of the Agreement, Qu'Appelle allocations were submitted as part of normal departmental budgets and departments were "trading off" Qu'Appelle funds against normal departmental program funds in order to achieve annual budgetary targets. Therefore, in late 1977, the above procedures were implemented and the following guidelines were established:

- Agencies were not to volunteer preliminary Qu'Appelle budget requests as a means of meeting arbitrary budget targets for an agency.
- Qu'Appelle items were to be extracted prior to calculation of any increases or decreases in budget requests.
- A Budget Bureau analyst was made responsible for overall coordination of the Qu'Appelle implementation budgets.
- Approved funds in provincial agency budgets were not to be used for normal programs or to cover over-expenditures in other areas without approval of provincial Treasury Board.
- Budget Bureau was to obtain the views of Saskatchewan Environment in reviewing any requests for use of Qu'Appelle funds to cover other program requirements.

These changes improved the process from the perspective of the Board and Directorate, but did not address many of the concerns of program managers. These concerns are discussed below.

Analysis. In the early years of the Agreement, the administration of the Agreement encountered some difficulties. These problems were perceived to be influencing the effectiveness of the total Agreement and its component programs. To address these problems, a workshop on the organization and effectiveness of Qu'Appelle implementation was held on June 29, 1978. The report from the workshop indicated that the following had been major hindrances to Qu'Appelle implementation:

- agreement built as a control mechanism -- not oriented to get work done quickly -- too much federal control
- inconsistency in intrepretation of goals and objectives of the Agreement
- strategies to accomplish management goals not well defined
- lack of interest and commitment on part of some Board members to the Agreement
- technical review and inputs provided at wrong level in administrative structure and at wrong time
- Board and Directorate not clear enough in their decisions leading to confusion of roles and responsibilities
- complex budgetary process
- line managers feel they are unable to defend their budget proposals
- administrative arrangements -- dual control, committees and the way they function, excessive reviews, too many committees
- Board not delegating, too much into detail
- lack of communication between land use planning and recreation planning, between agencies and public, regarding Agreement, recognition for Qu'Appelle Office
- public involvement not recognized in Agreement, only public information
- role of land use planning team in Qu'Appelle organization not clear enough
- lack of commitment by some departments and lack of staff resources, especially Sector 2
- Qu'Appelle Office viewed by some as an arm of the Department of the Environment
- administration procedures do not give delivery agencies responsibility and latitude to implement programs
- some committees are supposed to be advisory, but act as supervisory
- too much control through Special Planning Areas.

A number of the recommendations from this workshop, together with recommendations from an earlier implementation conference, were adopted by the Board and Directorate. They were designed to streamline the administration of the Agreement, to better define objectives, functions, and responsibilities, and to address the concerns of delivery agencies and other participants. However, according to respondents, they only partially remedied some of the early problems. For example:

- . Some delivery agencies, especially DTRR, continued to believe they were not given sufficient latitude in planning and implementing their programs.

- . Coordination occurred among some programs and delivery agencies, but did not occur in other areas where it would have been beneficial.

- . Limited staff resources continued to plague the delivery of some programs, including the Commercial Development Incentives program of DREE.

- A number of program managers continued to be concerned with the process for preparing annual work plans and budgets. They still found the process cumbersome and fraught with delays. These concerns are further discussed in the program profiles. Notwithstanding these concerns, the Evaluation Team is forced to conclude that most, if not all, the steps and guidelines were needed to ensure that the annual work programs and budgets were prepared in a coordinated manner and to ensure that the Board, Directorate, and PAC were able to carry out the responsibilities assigned them in the Agreement.

- The annual budgetary process of the provincial government -- which had a great deal in common with a zero-based budgetting approach -- was inappropriate to the funding requirements of programs and projects which required a longer-term planning and implementation horizon. These include the larger capital works projects as well as the land purchase programs. A difficult property negotiation often took more than a year to complete. Because funds could lapse at the end of the fiscal year, provincial negotiators were placed at a potential disadvantage in negotiations with a property owner.

- Provincial commitment to longer-term research programs and similar initiatives was intermittent. Some program managers believed this was also true of the Management Board.

- If the provincial government had been prepared to expropriate land, greater coverage could have been achieved under Program 1.3 (Flood Prone Land Purchase) and more property could have been purchased under Program 2.6 (Alternate Land Use). However, the Evaluation Team supports the provincial policy against expropriation. In our view, the costs of expropriation, in terms of negative public reaction and opposition to the Agreement, would have greatly exceeded the benefits.

- Because federal cost-sharing went into General Revenue, provincial departments did not receive any direct financial benefits from the Qu'Appelle Agreement. This made it difficult to generate enthusiasm for Qu'Appelle money. This was reinforced by the stated position of provincial Treasury Board that cost-shared programs would be given no more weight than 100% provincially funded programs in establishing departmental priorities and spending targets.

- With a few important exceptions, the staff involved in implementation were different from the government officials who planned and negotiated the Agreement. On the provincial side, Executive Council was the lead agency in negotiating the Agreement, while DREE was the lead agency on the federal side.

- Neither the federal officials responsible for Program 2.5, nor the provincial officials responsible for other Sector 2 programs were familiar with the needs and operating characteristics of private tourism operations.

- The provincial government was very concerned about ongoing operating and maintenance costs in recreation and tourism projects -- costs not cost-shared with the federal government. This prevented the completion of some potentially valuable projects, such as the Hudson Bay store in Fort Qu'Appelle, and generally influenced the selection of projects in Sector 2 programs. Financing the operating and maintenance costs of Qu'Appelle projects will be a continuing concern of the provincial government after the Agreement is terminated.

- The Qu'Appelle staff were in the awkward position of being Saskatchewan Environment employees as well as attempting to represent both federal and provincial interests in the Qu'Appelle.

- Some federal officials expressed frustration about their lack of influence on the size and composition of the annual work program. However, it appears that federal officials were more heavily involved in Qu'Appelle implementation than in other subsidiary agreements reviewed by the Evaluation Team in the past. This federal involvement was a source of frustration to many provincial program managers. (This situation was typical of the GDA process which tended to make both sides unhappy.)

- Management Board requests were often cut significantly by provincial Treasury Board. This was especially a problem in the first years of the Agreement, and occurred again in 1983/84.

- Improvements were made in the relationships between the Board and Directorate on the one hand and delivery agencies on the other, but there were still significant differences between the Board and Directorate's relationships with different departments.

- Some delivery agencies continued to believe that their needs and the needs of their client groups were not properly addressed in Agreement implementation. This was the position of the tourism part of DTRR, which is now part of the new department of Tourism and Small Business.

Many of these continuing problems were largely beyond the control of the Board and Directorate. Furthermore, several were addressed throughout the remaining years of the Agreement.

On the positive side, the Evaluation Team makes the following general observations about the Agreement administration.

- The Management Board met regularly (a minimum of four times per year), and was very active in the decision-making process. The Board generally came to decisions in an efficient manner and listened to local concerns.

- The Implementation Directorate operated in a very thorough manner. The Evaluation Team was impressed with the amount of documentation that was prepared for each Board meeting. Staff continuity was also very important to the success of the Directorate. The same official held the position of Director of Implementation for the full term of the Agreement and two federal officials held the position of federal Coordinator.

- The Qu'Appelle Office at Fort Qu'Appelle had some success in coordinating Agreement activities and more success in providing a contact point between Agreement administrators and the general public. Community respondents were consistently impressed with the knowledge and helpfulness of Qu'Appelle staff.

- The Agreement was administered with a fair degree of flexibility and at times the Board and Directorate responded quickly to the problems which surfaced (such as the discovery of mercury in Moose Jaw River sediments).

- Over time, good personal relationships developed between nearly all of the officials responsibile for the joint management of the Agreement. These relationships lightened the bureaucratic burden to a significant degree.

Most respondents recognized that because of the Agreement's scope and complexity and the large number of agencies involved in delivery, Qu'Appelle implementation was very difficult. Concern was expressed that the original overall concept may have been lost when programs and projects were divided among agencies for implementation. One respondent expressed the view that the programs that were ultimately implemented were consistent with the letter of the Agreement, but not with its overall intent.

The Evaluation Team concludes that the Qu'Appelle's joint management structure impeded Agreement effectiveness and delivery in the first three years after the Agreement was signed. Since then, the overall administration of the Qu'Appelle has been relatively smooth, especially in light of the Agreement's complexity and the large number of agencies involved in planning and implementation. Many of the early problems reflected the usual "feeling out" process at the start of any major initiative. Not all of these problems have been completely resolved, but their influence has diminished as a consequence of the general improvement in relations among all parties to the Agreement.

Within the management structure, we found that at the level of the Management Board and the Implementation Directorate, Agreement delivery operated as well as could be expected in the past seven years or so. The Multi-Disciplinary Design Team and Environmental Committee also appear to have operated quite effectively. However, the Planning Committee (now inoperative) was seen as a negative force by many government officials.

8.2 Public Advisory Council and Other Public Information Issues

The Public Advisory Council (PAC) was originally to be comprised of 18 members, including one member from each of the six Special Planning areas, one member each from Regina, Moose Jaw, and Fort Qu'Appelle, four members who would represent the eight Indian Bands, and one member each from five public interest organizations (including the Qu'Appelle Valley Development Association and the Saskatchewan Wildlife Federation). A secretary was to be provided by the Qu'Appelle office.

However, after considerable negotiation at the start of the Agreement, the Qu'Appelle Indian Bands decided not to participate as voting members on the PAC. Their position was that Band members would not participate on the PAC until previous claims related to the effects of PFRA works on the Reserves had been settled and until the Bands' position on Qu'Appelle Valley developments had been more clearly defined. The Bands were also concerned that the PAC was only an advisory body and that, as voting members, the Bands would lose their special status and invite a precedent for municipal involvement on Reserve lands. Therefore, from late 1976 on, the PAC had 14 active members.

The Evaluation team interviewed many past and current members of the PAC as well as government officials who had knowledge of the operations of the Council. We also reviewed minutes from some of the joint meetings between the PAC and the Management Board. The general consensus was that the PAC operated quite effectively as an adivsory group and made an important contribution to the progress of the Agreement.

Some of the positive features of the PAC are as follows:

- The membership was fairly broadly based. It covered all of the non-Indian areas of the Valley, as well as other key groups in the Qu'Appelle Basin.
- Attendance at meetings was generally good and most members actively participated in the proceedings.
- It is clear that the Board listened closely to the concerns of the PAC, and often acted on them.
- The Council generally gave priority to projects in the Recreation and Tourism Concept Plan, showing a significant degree of understanding of, and loyalty to, the planning process.

- The PAC played important roles in two public involvement processes: one related to land use planning in 1977/78 and the other related to the public review of the Concept Plan.

The biggest weakness of the PAC was the lack of representation from the Indian Bands. Respondents also noted the following concerns:

- The PAC's involvement in the annual budgetting process was intermittent and could have been stronger.

- Some respondents believed that while the PAC was a good mechanism for bringing public concerns to the attention of the Board, it was less effective in informing the public. Two reasons can be offered for this: at times, the information held by the Council was confidential; and many members who were operating their own farms and businesses did not have the time to attend many public meetings.

- Problems arose between the PAC and government officials in the preparation of the report on the public involvement process for the Concept Plan. There appeared to be sharp differences in the interpretation of the public's views and concerns.

- Some Valley residents expressed concern that the PAC membership included non-Valley residents.

- A few members and ex-members believed that the Council should have met more frequently, been more active, and been used more as a sounding board for program ideas before the programs and projects were fully developed. However, this appears to be a minority view.

Participating on an advisory committee can be a frustrating experience. However, most of the PAC members we interviewed understood and accepted the terms of reference of the Council. Within its limited mandate, the Public Advisory Council played a useful role in the conduct of the Agreement.

It is more difficult to measure the overall "effectiveness" of a public body such as the Council. However, we did identify some instances where the PAC likely had a positive influence on program design and delivery or accelerated the implementation of a beneficial project. Land use planning and the Tantallon Resort Road are two such examples.

Apart from the Public Advisory Council, the planning and implementation of the Qu'Appelle Agreement involved a number of distinct public involvement processes related to land use planning and the Concept Plan and other public information tools. The program profiles for Programs 1.1.9 (Land Use Planning) and 3.1 (Implementation) review these processes and mechanisms in terms of the following criteria:

(1) Was the information provided to the public viewed as

sufficient to allow people to formulate views and positions?

(2) Do members of the public believe that their views were listened to by government officials and taken into account in preparing programs, projects,and annual work programs?

(3) Was the degree of public participation (in terms of number of meetings, responses to feedback questionnaires, etc) consistent with expectations and/or adequate to justify the expense of conducting the public involvement program?

(4) Did public input have a measurable effect on the effectiveness of the Agreement and its component programs? In what ways?

In hindsight, some mistakes were made. For example, the tabloid distributed to publicize the Concept Plan was criticized for being too general to allow the public to formulate specific positions. As well, the Concept Plan document and the tabloid were too "glossy", leading some members of the public to believe that government positions and policies were already firmly established. Finally, the public input to the preparation of the Concept Plan should probably have started earlier, well before the Concept Plan document was fully completed.

In general, however, the program analysis in Appendix A suggests that the Qu'Appelle's public involvement processes and other information measures satisfied the first three criteria to a fairly significant degree. Substantial efforts were made by Qu'Appelle staff to involve the public in the Qu'Appelle Agreement, and these efforts were generally appreciated by our community respondents. The fourth criteria is more difficult to measure and to achieve.

The question of federal visibility did not arise to the same degree in the Qu'Appelle as in other subsidiary agreements. There are a number of reasons for this. The federal members of the Board and the federal coordinator of the Directorate were actively involved in decision-making. The Qu'Appelle Valley is close to Regina, the home of most federal civil servants in Saskatchewan -- therefore, it was easy for federal officials to attend public meetings and project openings in the Qu'Appelle. The Qu'Appelle Agreement was delivered by many different provincial departments and, therefore, was not closely identified with any one Saskatchewan government department. DREE was reponsible for delivering one program (Commercial Development Incentives), a program which had a fairly high profile in the Valley. The newsletter and other Qu'Appelle information was widely read in the Qu'Appelle Basin. Finally, the Qu'Appelle Office in Fort Qu'Appelle provided the Agreement with an identification that was separate from a provincial department.

8.3 Concluding Comments

It is difficult to assess the efficiency and impacts of the delivery process for a federal-provincial Agreement such as the Qu'Appelle. Exhibit 4.3 in Chapter 4 offers a possible efficiency objective for the Agreement, along with a number of suggested indicators for measuring whether this objective was achieved. Our analysis suggests positive results for a number of indicators:

- The Management Board met quite frequently.
- Relationships among different parties were strained at the outset, but improved measurably over time.
- Most parties viewed their influence on decision-making as adequate.
- Qu'Appelle Valley residents had fairly extensive knowledge of Agreement activities.

For other indicators, such as the achievement of annual spending targets, the results are less favourable.

We conclude that, in the early years, Qu'Appelle administrators did not achieve the efficiency objective of managing the Agreement in an efficient and coordinated manner, and in a way which provided due weight to the concerns of Qu'Appelle Valley residents and other affected groups. However, after about 1978, this objective has been achieved to a much greater extent.

SECTION D:

FUTURE INITIATIVES

9.0 FUTURE INITIATIVES IN THE QU'APPELLE VALLEY

The Terms of Reference for the Qu'Appelle Evaluation study request an assessment of the need for future programs or projects to help achieve the original (Agreement) objectives and recommendations for future activities and developments. The Study Team and the Evaluation Committee agreed that the assessment and recommendations should be incorporated into a separate chapter to the Qu'Appelle evaluation study.

The data sources for this chapter included the following:

- senior officials of both governments were asked their views on the potential content and structure of future federal-provincial initiatives in the Qu'Appelle Valley;
- program managers and community respondents were asked questions about the Qu'Appelle's needs and program initiatives that should be considered in any future federal-provincial actions;
- Agreement documentation and previous studies were reviewed from this perspective.

This review should be viewed as a "think piece" -- not as a comprehensive document about the content and structure of future federal-provincial initiatives in the Qu'Appelle Valley. It encompasses the Team's views as they developed throughout the course of the Qu'Appelle Agreement evaluation.

9.2 Institutional and Policy Environment

The institutional and policy environment of today is very different from the environment which prevailed at the time the Qu'Appelle Agreement was signed.

On the provincial side, the Department of Tourism and Renewable Resource (DTRR) has been dismantled. The parks component has become part of the Department of Parks and Renewable Resources (DPRR) and the tourism component has been moved into the Department of Tourism and Small Business. This change holds two implications for future initiatives in the Qu'Appelle Valley:

- Because parks and tourism planning are now in two different departments, it may be more difficult in the future to coordinate parks programs and private sector tourism efforts.
- Under the new department, it may be possible to give more attention and a sharper focus to tourism operations that are financed and operated by the private sector.

The Department of Tourism and Small Business is currently funding (with the federal government) and supervising a consultant study to formulate a tourism development strategy for the province of Saskatchewan. At the time the research for the Qu'Appelle Agreement evaluation was completed, the results from this exercise were not available. The province hopes that this strategy will lead to a "DREE-type" tourism development agreement along the lines of those signed earlier in British Columbia and Manitoba.

The relevant federal government departments have also undergone a major transformation since the Agreement was signed. The Department of Regional Economic Expansion no longer exists. Many of its functions, including RDIA, Special ARDA, and the remaining subsidiary Agreements, have been incorporated into the new Department of Regional Industrial Expansion (DRIE). This new department also includes the industry, small business, and tourism components of the previous Department of Industry, Trade and Commerce.

DRIE's main purpose is to focus the federal government's industrial policies and programs in support of regional development strategies. DRIE is responsible for administering the Industrial and Regional Development Program (IRDP) which brings most of the funding mechanisms of the two original departments into one program activity. IRDP is designed to assist a wide range of industrial and commercial projects, and can provide financial incentives at different stages of their development (from feasibility and marketing studies to new product development in existing operations). Financial assistance can take a variety of forms -- grants, contributions, repayable contributions, participation loans, and loan guarantees.

In addition, a new central agency, the Ministry of State for Economic and Regional Development (MSERD), has been created by adding regional policy and coordination functions to those of the previous Ministry of State for Economic Development.

The new Ministry serves the Cabinet Committee for Economic and Regional Development. The Committee is responsible for the economic development and energy spending envelopes and administers the new Regional fund. The Ministry is highly decentralized, with senior executives -- called Federal Economic Development Coordinators -- located in each province. The Coordinators' main functions are to provide more direct access to the federal government, to ensure coordination of federal departments in each province, to give the federal government direct and immediate access to information on regional needs and opportunities, and to coordinate the preparation of economic development strategies in each province. The federal government may also name Project Directors, to be attached to MSERD, who are responsible for coordinating federal involvement in mega-projects.

Existing General Development Agreements (GDAs) and Subsidiary Agreements with the provinces are to continue until their expiry dates. MSERD is in the process of developing a new and simpler set of agreements with the provinces to involve a wider range of federal departments. These agreements -- to be called Economic and Regional Development Agreements (ERDAs) -- will provide an umbrella under which each sectoral

Minister will be responsible for negotiating and administering subsidiary agreements. The one exception is to be the planning agreements which will be administered by MSERD. Saskatchewan is expected to sign the new ERDA early in 1984.

The new federal system holds several important implications for future federal-provincial initiatives in the Qu'Appelle Valley, including the following:

(1) The new subsidiary agreements are expected to involve parallel or complementary programs which are funded and implemented separately by either the federal or provincial government, rather than "joint" initiatives funded by both governments and administered by one (generally the provincial government). Joint programs of the type implemented under the Qu'Appelle Agreement are not popular with the federal government because most of the visibility and credit accrue to the implementing agency (generally provincial).

(2) The new system will not readily accommodate area-specific agreements which encompass a wide range of functions and disciplines (such as the Qu'Appelle). Rather than taking a geographic approach, the revised federal system will involve simple agreements which are functional and sectoral in nature. These agreements will generally be implemented on a province-wide basis, and will involve relatively few departments.

(3) Except for the responsibilities of Parks Canada, the tourism functions of the federal government are now embodied in one department, DRIE. This may facilitate a more coordinated federal approach to tourism development throughout the country.

(4) Under the new system, federal departments are expected to give particular attention to economic constraints and opportunities on Indian lands.

Both the Saskatchewan and federal governments are giving more attention to the role of tourism in economic growth and development. On the provincial side, this interest is evidenced by the tourism strategy now being formulated. The provincial government sees tourism as an important means for economic diversification, creating jobs, and enhancing the role of the private sector in the Saskatchewan economy. With national unemployment expected to remain above 10% for most of this decade, the federal government views tourism as an important mechanism for providing jobs, especially for the younger and less skilled segments of the work force. Tourism development is also expected to have favourable effects on the country's balance of payments and to support the regional development objectives of the national government.

In summary, future Qu'Appelle initiatives will benefit from positive, supportive policy environments (both federal and provincial). While the new administrative structure mitigates against initiatives specific to the Qu'Appelle, the system may provide opportunities for more integrated development of the region, both within the context of overall environmental and tourism initiatives in the province and within the context of general economic development efforts in the region.

9.2 Conclusions and Implications from the Evaluation

A number of the conclusions reached in the Qu'Appelle evaluation study hold important implications for the content of new federal-provincial initiatives in the Qu'Appelle Valley.

(1) Although Sector 1 programs and projects came closer than Sector 2 programs to achieving their objectives and meeting the expectations of the original designers of the Agreement, both sectors have a fair amount of "unfinished business" which will have to be dealt with by either or both governments in the years ahead.

(2) The major achievements under Sector 2 include an enhanced knowledge of the Valley's tourism and recreation potential, increased skills and expertise in tourism planning within the provincial government, government investments in some important public recreation facilities (some of which were still under construction at the time of the evaluation), and some expansion in private sector tourism operations. It is essential that future initiatives build upon these achievements and utilize the knowledge and expertise developed through administering the Agreement.

(3) Although it was hoped that the Qu'Appelle Agreement, together with the private sector, would finance major destination resort facilities which would attract tourists to the Valley and hold them there for significant periods of time, no such facilities were developed. Opportunities were identified, but detailed feasibility studies (perhaps with cost-sharing from the private sector) were not conducted. This is an area for follow-up after the Agreement is completed.

(4) Some potentially important facilities were partially developed under Sector 2, but not completed, e.g. the Hudson's Bay Store at Fort Qu'Appelle is not fully operational.

(5) Tourism and recreation facilities and operations funded under the Agreement were distributed throughout all parts of the Valley. Although this pattern may help over time to distribute tourism activity by location and season, it diminished the cumulative or agglomeration effects which would have been generated by focusing activity on relatively few sites.

(6) A major drawback of the Agreement was the failure to involve Indian Bands at the outset and to incorporate

programs specifically directed toward financing tourism and recreation facilities on Indian lands.

(7) Important work on water quality was completed under Sector 1, but the results of this work have not been directly applied to recreation and tourism planning in the Qu'Appelle Valley. This work should be fully utilized in future tourism and recreation planning.

9.3 Potential Initiatives

There was general consensus among respondents that there should not be a new Qu'Appelle Valley Agreement with the same scope as the previous subsidiary agreement. We concur with this position. Ten years is long enough for any federal-provincial initiative -- after that, it is time to address other concerns and to try new approaches. Therefore, future government activities in the Qu'Appelle should involve joint initiatives under other programs or agreements, or separate initiatives on the part of either government.

Possible initiatives are discussed below under two headings, Tourism and Recreation Development (corresponding to Sector 2 under the original agreement) and Land and Water Management (corresponding to Sector 1).

Tourism and Recreation Development

As noted earlier, the provincial government is currently preparing a province-wide tourism strategy. This will be followed by the preparation of plans for regional destination zones, and perhaps the formulation and implementation of a subsidiary agreement under ERDA between the federal and provincial governments. In light of the work completed under the Qu'Appelle Agreement and the potential importance of the Valley to the province's tourism sector, we suggest that the Qu'Appelle Valley play a prominent role in the strategy and any new tourism agreement, and that it be the subject of a separate regional destination zone plan. In fact, considering the work already completed, the Qu'Appelle Valley plan could be completed first and used as a model for other destination zones in the province.

Discussions with federal officials suggested that future tourism agreements would encompass separate and complementary activities, rather than joint initiatives. Program activities on the federal side could include Special ARDA and the Industrial and Regional Development Program, plus marketing activities implemented at the national level. Provincial initiatives could include separate programs of DPRR, Tourism and Small Business, SEDCO, and other agencies. A joint management structure would be established to coordinate these activities, to ensure complementarity, and to manage any joint programs. Beyond this, it is difficult to predict the provincial strategy in any future agreement.

The following represents the Study Team's views regarding the guidelines, priorities, and initiatives relevant to future tourism and recreation development in the Qu'Appelle.

1. With the completion of the signage program, the emphasis in marketing should be toward travellers along the Trans-Canada highway. The Trans-Canada offers few tourist attractions between Winnipeg and Banff. The tourism benefits that could be realized from encouraging more Trans-Canada travellers to spend even one day in the Qu'Appelle could be substantial.

2. Another important market segment is Qu'Appelle Basin residents. The expected population growth in the Regina and Moose Jaw areas gives Qu'Appelle tourism a prosperous and growing local market. Tourist facilities (e.g., resorts, motels, amenities for day use) should be designed to capture more of this market and to increase the socioeconomic benefits from this market segment. Among other functions, the facilities should offer an attractive alternative to weekend trips to the United States (to Minot, Williston, etc.). Looking at both market segments, it is clear that the Qu'Appelle tourism sector will continue to be based almost totally on the "rubber tire trade."

3. More effort should be made to market the Qu'Appelle as a unique place to visit in the Prairies. In these initiatives, maximum use should be made of the two governments' ongoing marketing programs, and efforts should be coordinated with the private marketing initiatives of operators in the Qu'Appelle Valley and Basin. The marketing program should precede, but be strongly linked to, the development of destination attractions in the Qu'Appelle.

4. The Qu'Appelle Agreement mainly supported public recreation facilities which were funded and operated by government. These typically provide limited employment and income benefits to the local community. Future development initiatives should focus on relatively few destination facilities which are designed to attract people into the Valley and extend their stay, and to encourage shoulder and winter season visitations. These facilities should involve a mix of public and private funds, and should mainly be operated by the private sector.

5. We suggest the following procedure be used to identify the tourism attractions to be emphasized:

    - Detailed review of all studies completed under the Agreement to identify the attractions that hold the most promise.
    - Conduct pre-feasibility analysis on a limited number of attractions. The analysis should be detailed enough to attract private sector interest.
    - Cost-share detailed feasibility studies with the private sector.

The first two steps could be completed as part of the destination zone plan for the Qu'Appelle. The third step could be funded by a studies program under a tourism agreement. It is essential that any new agreement include a mechanism for cost-sharing feasibility and related studies with the private sector.

It is difficult to say at this time which attractions would emerge from this process. However, in the first stage, particular attention could be given to Fort San, the water recreation complex previously proposed for Echo Valley, and assessing the economic viability of completing the development of the Hudson's Bay store.

6. Future tourism and recreation development in the Valley should have a more focussed approach -- emphasis should be given to two or three destination areas.

   Two areas appeared to be emerging under the Agreement -- the Regina Beach and Fort Qu'Appelle areas -- which could be emphasized in future development. For example, we understand that further work will be needed to complete the Regina Beach development. This could be done in conjunction with further development of the Kinookimaw Beach Resort. Work in Fort Qu'Appelle could focus on developing a distinctive image for the town based on its colourful past. In addition, the Tantallon area, the eastern entry point to the Qu'Appelle, could play a significant role in attracting travellers from the Trans-Canada highway. These issues and opportunities should be addressed in the destination zone plan for the Valley.

7. If focused development leads to strong tourism growth in one or two communities, the ability of the community's infrastructure and services to absorb this growth may need to be addressed. (This was the original intent of Program 2.7 of the Agreement, but because of limited tourism growth, it was not necesary to use Community Development Assistance for this purpose.)

8. Under the Agreement, road construction and signage programs have been conducted with a view to allowing tourists to drive (leisurely) from one end of the Valley to the other. This work will not be completed before the Agreement terminates, and should be given priority in future initiatives in the Qu'Appelle, e.g., as separate provincial initiatives under a tourism agreement. Attention should also be given to the encouraging boating between the lakes.

9. It is essential that any tourism agreement include programs directed toward realizing tourism and recreation opportunities on Indian lands and that these programs be actively employed on the Indian lands in the Qu'Appelle Valley. (Such programs could also be heavily utilized in other parts of Saskatchewan, such as in the north).

10. Past and future work on water quality and management in the Qu'Appelle should be used as much as possible in planning the Valley's tourism and recreation sector. In light of the importance of water management to the Valley's tourism potential, this work should be considered for funding under any tourism agreement.

11. Future projects to improve water quality in the Qu'Appelle should be closely coordinated with recreation and tourism planning. One approach would be to project water quality changes in the Qu'Appelle ten years into the future, and then attempt to identify the implications of the changes for tourism and recreation planning. It is clear that water quality improvements will play an important role in future tourism and recreation development in the Qu'Appelle.

12. Consideration should be given to including Lake Diefenbaker in the region used for future recreation and tourism planning in the Qu'Appelle. At the very least, developments proposed for Lake Diefenbaker should be closely coordinated with planning in the Qu'Appelle.

Land and Water Management

As noted earlier, despite the accomplishments of Sector 1, there are still a number of projects and programs which are incomplete. The following represents the Study Team's views on each of these.

1. The two governments are currently negotiating a $4.75 million agreement to complete the conveyance program under the Canada Waters Act. The Study Team fully endorses this initiative, and suggests that all avenues be explored in order to ensure the full cooperation of the Indian Bands. Avenues could include the use of Band-owned contractors in construction and work crews.

2. Another seminar on water quality is needed to review all work completed under the Agreement, to identify the lessons learned and implications for different actors and subject areas (such as tourism and recreation planning as discussed above), and to prepare a work program for the formulation of an overall water quality management plan.

3. The water quality management plan should consider the future management of water, future research on water quality, pilot projects which should be conducted (such as further work on algae and weed harvesting, and "in-lake" control measures), and potential areas for major capital expenditures. The plan could be formulated by by a federal-provincial working committee (comprised of agencies and officials involved in Qu'Appelle implementation) and could be reviewed at a future seminar on water quality and management. Formulation of the plan should be given high priority and should be started as soon as possible.

4. The Livestock Pollution Controls program covered only about one-half of the total number of livestock operations that require remedial measures. However, before any more on-farm investments are made, we recommend that a study be conducted on the effects of these measures on water quality in the lakes. Further investments should be considered only if the study results are positive.

5. Only a portion of the total area prone to flooding has been purchased under the Flood Prone Land Purchase program. This largely reflects decreasing interest from farmers as the memories of the last flood fade. The province should explore ways to re-activate this program when/if the demand from farmers increases in the future.

6. We understand that the provincial government is currently exploring policies and programs to assist residents of flood prone areas. The properties that continue to be "at risk" in the CPR Annex area of Regina and the Churchill Park residential area of Moose Jaw should be fully considered under this process.

7. Flood hazard maps for the rural areas of the Valley should be completed and published.

8. We understand that that portion of the Moose Jaw waste treatment system to be completed in 1984/85 will not be financed by the Agreement. Therefore, assistance to the city for this portion of the project will be limited to the 15% grant provided by the province. In light of the importance of the Moose Jaw facility for the removal of phosphorus from the Qu'Appelle Basin system, we recommend that the federal and provincial governments jointly explore avenues for financial assistance to ensure that the Moose Jaw facility is fully and satisfactorily completed.

9. Once the Moose Jaw facility is completed, a study of its effects on nutrient loading in the Qu'Appelle Basin should be conducted.

10. The Regina waste treatment system was designed to reduce phosphorus discharges into the Qu'Appelle River system. The need to reduce nitrogen discharges from the Regina system should be addressed in formulating future water management plans in the Qu'Appelle. In addition, the effects of the proposed oil upgrader, and any other major future developments, on the Regina system should be assessed.

11. In March, 1983, the Qu'Appelle Office completed an initial review of lake restoration options for the Qu'Appelle. A number of options were identified which could be employed such as nutrient inactivation, algae harvesting, dredging of bottom sediments, and biological controls. The review noted that each option should be assessed in terms of a range of parameters: technical,

economic, public acceptability, etc. Some respondents expressed the view that future work on water quality should give greater weight to the lakes over point sources of pollution. Lake restoration methods should be considered in preparing water management plans for the Qu'Appelle system.

12. In our view, it will be necessary for the provincial government to continue to provide financing and technical assistance for land use planning and management in the Qu'Appelle. Special provincial efforts are needed to protect senior government investments in the Valley and to ensure that the process started under the Agreement is continued in a satisfactory manner. Efforts should also be directed at continuing and building on community participation in land use planning accomplished through the SPAs.

13. The Qu'Appelle's agricultural potential should be given greater weight in future economic, land use, and water management planning for the Qu'Appelle Valley. Alternatives which could be assessed include more intensive cropping patterns based partly on irrigation, and expanded livestock operations.

With the exception of the conveyance program, the above would involve separate initiatives by the provincial government, or perhaps by Federal Environment in the case of water quality monitoring and research.

9.4 Coordination of Future Qu'Appelle Activities

A major concern of the Study Team is that, with the completion of the Qu'Appelle Agreement, the management and implementation structure which was developed with great effort under the Agreement may be dismantled. As noted in the evaluation report, this structure operated quite effectively over most of the past ten years. Moreover, the need to coordinate Qu'Appelle activities will not come to an end with the Agreement. Therefore, we recommend that a Qu'Appelle Valley working committee be established.

The committee would be comprised of federal and provincial agencies and officals who are familiar with the Qu'Appelle and who would be involved with program implementation in the Valley in the future. The committee would act as an advisory body to provincial Treasury Board and interested departments. Among other functions, the committee could review proposed programs which would affect the Qu'Appelle, report on possible links between these and on-going programs, advise on how programs could be better implemented in the Valley, monitor program activity in the Qu'Appelle, and maintain contact with public interest groups in the Qu'Appelle Valley and Basin.

One of its first tasks would be to review the recommendations of the Qu'Appelle Basin study, the Tourism and Recreation Concept Plan, and other planning documents and to identify those initiatives not addressed in the Agreement which should be pursued in future work. The committee would build on the good working relationships developed between agencies and individual officials under the Qu'Appelle Agreement.

In conclusion, the Evaluation Team believes future initiatives should be guided by the following general recommendations:

- In the tourism and recreation sector, initiatives should focus on developing select destinations and attractions, and which maximize private sector participation. Emphasis on marketing the region is also recommended.
- With respect to land and water management, considerable effort should be made to consolidate and complete work started under the Agreement (e.g., conveyance system, pollution control including, perhaps, the livestock program).

During the Qu'Appelle Agreement, an effective administrative structure and good personal working relationships were developed. Useful projects were initiated and/or completed and a considerable amount of information gathered. Future initiatives in the Qu'Appelle Valley should build on and take advantage of these foundations.

APPENDIX A

PROGRAM PROFILES AND ANALYSIS

APPENDIX A

METHODOLOGY FOR PROGRAM PROFILES

The paragraphs that follow explain the method used to prepare the program profiles. The method essentially involved nine steps.

1. Program objectives were developed from the Qu'Appelle Agreement, discussed with the program managers, and revised based on their input.

2. A list of socioeconomic indicators was prepared for each program based on the Phase I consultations, the review of Agreement documentation, and the suggestions of program managers responsible for administering programs and projects under the Qu'Appelle. These indicators were used to evaluate program success.

3. The key issues in evaluating each program were identified from the review of Agreement documentation, the Phase I consultations, the program manager interviews in Phase II, the Evaluation Team's knowledge of environmental conditions and recreation and tourism developments in the Qu'Appelle, and the Team's experience with federal-provincial Agreements in other regions and provinces.

4. The Resources section, which describes program expenditures under both Agreements and, in a few instances, the program staff employed in administering the program, were developed from the review of Agreement documentation and the program manager interviews.

5. The same sources were used to prepare the Activities section. The purpose of projects and sub-projects was indicated where appropriate.

6. Preparation of the Background section for each program and/or project grouping was based on discussions with programs managers, the original Agreement document, and planning documents to the Agreement (especially the Qu'Appelle Basin Study and the Concept Plan).

7. The Program Delivery section, which indicates the agency and branch responsible for program or project administration, was based on information in the Agreement documentation and information provided by program managers.

8. The Analysis section was based on information from four distinct sources:

   - Responses to general questions about program effectiveness from the Phase I consultations with government officials holding an "overview" knowledge of Qu'Appelle.

- All documents relevant to the Qu'Appelle. These were analyzed in detail to extract information about program performance. The documents providing the most information were the Qu'Appelle annual reports, the annual work programs, and the newsletter and other public information material. Agreement documentation provided information on program expenditures, other program inputs, and outputs (e.g., dollars expended and the number of acres and houses purchased under the property acquisition programs), but comparatively little information on program effects (e.g., changes in the flood hazard).

- Interviews with the program managers in various federal and provincial departments. Program managers were asked about program performance, including their knowledge of the program's effects on different environmental and socioeconomic indicators and on different areas and communities in the Qu'Appelle Valley and Basin.

- Interviews with community representatives and other respondents. The general format used in these interviews was to ask respondents for their views concerning the extent of change in a given subject area and then to ask follow-up questions about the major factors (including Qu'Appelle programs and projects) contributing to these changes.

In the Analysis section, the information sources are clearly identified to allow the reader to compare the program effects as perceived by different groups such as program managers and other respondents.

9. The final section was based on the Evaluation Team's judgements regarding (a) program effectiveness and (b) the program's contribution to the achievement of the overall objectives of the Agreement. This involved four activities:

   - Based on evidence presented in the Analysis section, program achievements were assessed in relation to the socioeconomic indicators listed at the beginning of each program profile.

   - The key issues relevant to program performance were analysed in terms of their overall significance.

   - The extent to which the program achieved its objectives were assessed and the reasons for these conclusions were documented.

   - The contributions made by the program to the achievement of the three overall Agreement objectives were evaluated, using as a guide the linkages between programs and Qu'Appelle objectives described in section 5.1 of the text.

Sector:

Sector I: Environmental Improvement & Management

Program:

Program 1.1 - Management of Land and Water Resources

Project:

Project 1.1.1 - Water Quality Monitoring and Research

Objectives:

1. To document, through water quality monitoring and research, the past and present water quality of the Qu'Appelle drainage basin.
2. To determine what effect Qu'Appelle-funded waste treatment projects are having on water quality.
3. To determine the trend in water quality of the Fishing Lakes.

Indicators:

1. Has a better understanding of the factors affecting water quality in the Qu'Appelle basin been gained?
2. Have the impacts of Qu'Appelle-funded waste treatment projects been assessed?
3. Can reliable projections be made regarding the future water quality in the Fishing Lakes?

Key Issues:

1. Why did this project have such a slow start?
2. Relationship to planning activities in Project 1.1.9 - Land Use Planning and Development Controls as well as planning of programs for all of Sector II.

Resources:

Funds in Original Agreement for this Program - $200,000.

Profile of Funds Requested, Appropriated and Spent (in $1,000):

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Cumulative Actual
74-75	$ 20.0	$ 20.0	-	-
75-76	$ 20.0	$ 20.0	-	-
76-77	$ 20.0	$ 20.0	-	-
77-78	$ 40.0	$ 40.0	$19.8	$ 19.8
78-79	$ 30.0	$ 30.0	$ 12.6	$ 32.4
79-80	$ 10.0	-	-	$ 32.4
80-81	$ 57.0	$ 57.0	$ 57.1	$ 89.5
81-82	$105.2	$ 60.0	$ 6.0	$149.5
82-83	$150.0	$ 90.0	$ 91.0	$240.5
83-84	$205.0	-	-	$240.5

N.B.: Qu'Appelle funding was supplemented by the funds and staff resources of Federal Environment. In 1983/84, proposed funding of Federal Environment is $210,000.

Activities:

Sub-Project Number	Sub-Project Description	Fiscal Year	$1,000 Spent
1.1.1.1	Algae Barrier	77-78	$ 19.8
		78-79	$ 12.6
	Sub-total	1.1.1.1	$ 32.4
1.1.1.2	Nutrient Trend Assessment - Regina	80-81	$ 15.1
	Sub-total	1.1.1.2	$ 15.1
1.1.1.3	Nutrient Trend Assessment - Fishing Lakes	80-81	$ 42.0
		81-82	$ 35.0
		82-83	$ 35.0
	Sub-total	1.1.1.3	$112.0
1.1.1.4	Eutrophication History - Fishing Lakes	81-82	$ 20.0
		82-83	$ 9.0
	Sub-total	1.1.1.4	$ 29.0
1.1.1.5	Feasibility of Algae Harvesting	81-82	$ 5.0
		82-83	$ 27.0
	Sub-total	1.1.1.5	$ 32.0
1.1.1.6	Mercury & Heavy Metal Investigation	82-83	$ 20.0
	Sub-total	1.1.1.6	$ 20.0
Total for Project 1.1.1 - WATER QUALITY MONITORING & ASSESSMENT			$240.5

Background:

Initially this project developed from the need for more information on water quality in the Qu'Appelle Basin and a better knowledge of the dynamics of the various factors affecting water quality in the basin. Then midway through the term of the Qu'Appelle Agreement, there was a need identified to quantify the impact on water quality of the implementation of physical/chemical phosphorus removal facilities at the Regina sewage treatment plant and this was included in Project 1.1.1 as well. In addition, activities intended for the experimental development or practical demonstration of measures to control or reduce algae and weed growth in the Qu'Appelle system also were included under Project 1.1.1.

In the 1972 Report of the Qu'Appelle Basin Study Board, several recommendations were made that relate to the above topics:

"7. It is recommended that the most appropriate methods for controlling algal and weed growths in surface waters be determined and applied."

"8. It is recommended that the network of water quality stations employed to monitor water quality for the Qu'Appelle Study be continued."

"10. It is recommended that a more detailed analysis be undertaken to determine the sources and concentrations of mercury and other significant heavy metals in the Qu'Appelle surface waters."

"15. It is recommended that a program be initiated to determine the influence of erosion on the nutrient loadings in the Qu'Appelle system."

"16. It is recommended that research be undertaken to determine the buildup and availability of nutrients in the sediments of the Qu'Appelle system."

Throughout the course of the Agreement, the thrust of the individual research, monitoring and development sub-projects evolved in the manner described below.

Program Delivery:

The Qu'Appelle Implementation Branch of Saskatchewan Environment was responsible for co-ordinating the activities of this project. Sub-projects would be conducted by various branches of Federal and Provincial government departments or in one case, contracted to a university research laboratory. The projects were undertaken on a contractual basis.

The five sub-projects completed as part of Project 1.1.1 - Water Quality Monitoring and Research were executed by the following agencies or institutions:

1.1.1.1 - Algae Barrier	-Saskatchewan Environment Water Pollution Control Branch
1.1.1.2 - Nutrient Trend Assessment City of Regina	-Saskatchewan Environment Water Pollution Control Branch
1.1.1.3 - Nutrient Trend Assessment Fishing Lakes	-Environment Canada Inland Waters Directorate Water Quality Branch Western & Northern Region
1.1.1.4 - Eutrophication History of Fishing Lakes	-Environment Canada Inland Waters Directorate National Water Research Institute Western & Northern Region
1.1.1.5 - Feasibility of Harvesting Algae	-University of Regina Water Quality Research Laboratory
1.1.1.6 - Mercury and Heavy Metal Investigation	-Environment Canada Inland Waters Directorate National Water Research Institute Western & Northern Region

Anaylsis

In the early days of the Agreement, a budget of $200,000 had been established for this project. At the conclusion of the Agreement, a total of $240,500 had been spent on five different monitoring, research and development sub-projects. In addition on two of these sub-projects (1.1.1.1 - Algae Barrier and 1.1.1.3 - Nutrient Trend Assessment - Fishing Lakes), the government department responsible for executing the work supplemented the Qu'Appelle funds with internal funds to increase the scope of work.

By 1977, four sub-projects had been identified for eventual funding under the Qu'Appelle Agreement:

- Algae Barrier - the purpose of which was to determine the effects on water quality of a physical barrier used to isolate a portion of the lake.
- Mercury & Heavy Metal Analysis - the purpose of which was to determine the sources and concentrations of mercury and other significant heavy metals in the Qu'Appelle surface waters.
- Influence of Erosion on Nutrients - the purpose of which was to determine the impact of eroded sediments on nutrient loadings entering the Qu'Appelle system.
- Nutrients in Sediments - the purpose of which was to determine the accumulation and availability of nutrients in the sediments of the Qu'Appelle system.

Of these four sub-projects, only two received approval by the Qu-Appelle Valley Management Board - the Algae Barrier and Nutrients in Sediments and the latter sub-project was never approved by the Provincial Treasury Board. The Algae Barrier sub-project was funded for two years and then terminated. A final report was never written.

There is no single reason, but rather a combination of reasons and circumstances, why little progress was made on Project 1.1.1 during the first half of the ten year term of the Qu'Appelle Agreement:

1. Staff were busy devoting their attention to the day-to-day needs of other Qu'Appelle activities such as flood control works, sewage treatment projects, flood prone land purchases, public participation, etc., many of which were well defined at the outset of the Agreement and ready for implementation.

2. The justification of certain sub-projects in terms of either their applicability or the usefulness of their results perhaps was not sufficiently spelled out for the Qu'Appelle Valley Management Board or Treasury Board.

3. The original budget was small, and therefore there was little pressure to begin disbursing funds (as well, the small budget shows the low priority placed on this project by Agreement planners).

4. No one with a thorough background in water quality monitoring and the assessment of nutrient impacts on aquatic ecosystems rose to take a leadership role in co-ordinating this project.

5. Research projects, which characteristically result in little immediate tangible benefit to the public, are often among the first to get cut in the senior bureaucratic and political funding appropriations process.

6. In the early years of the Agreement, those responsible for managing the Agreement either did not fully appreciate the value of, or did not place a high priority on, research and monitoring programs for the development of a long term integrated basin management strategy for the Qu'Appelle.

This latter point was addressed at the mid-point of the Agreement in July, 1979 when a two-day seminar-workshop was held among researchers from various agencies who had some involvement with Qu'Appelle Basin water quality problems. The objectives of the seminar-workshop were "to provide a forum for information exchange on water quality principles related to the Qu'Appelle situation and to define basin research requirements and perhaps funding needs."

Following this workshop-seminar, a number of new water quality monitoring, research and development sub-projects evolved and were included in the proposed annual work programs of '80-'81 and subsequent years under the Qu'Appelle Agreement.

Additional interest in water quality monitoring and research programs was spurred by the discovery of mercury contamination in sediments being dredged near the confluence of the Moose Jaw River and Thunder Creek as part of the flood control work in Project 1.1.4. - Moose Jaw River Flood Control. The actions taken by the Qu'Appelle Management Board and the Implementation Directorate following the discovery of the mercury-contaminated sediments were indicative of a flexible and realistic approach adopted by the management/administrative system established to implement the Qu'Appelle Agreement.

The sub-projects that eventually received funding during the latter part of the Qu'Appelle Agreement were:

1.1.1.2 - Nutrient Trend Assessment - Regina - the primary objective of which was to evaluate the impact of tertiary treatment of Regina's sewage on the water quality of Wascana Creek.

1.1.1.3 - Nutrient Trend Assessment - Fishing Lakes - the main purpose of which was to establish nutrient loading trends into and out of the Fishing Lakes with initial emphasis on Pasqua Lake.

1.1.1.4 - Feasibility of Harvesting Aquatic Biomass - the purpose of which was to conduct a feasibility study into suitable aquatic biomass harvesting techniques for the Qu'Appelle as a first step in reviewing high levels of existing nutrients that have accumulated in the lakes of the Qu'Appelle.

1.1.1.5 - Eutrophication History of the Fishing Lakes - the purpose of which was to examine sediment cores taken from the Fishing Lakes to provide a history of the trophic status of the lakes to be used as a guide in the determination of appropriate basin management plans for the future.

1.1.1.6 - Mercury and Heavy Metal Investigation - the purpose of which was to develop a better understanding of the pathways and biological effects of mercury and other heavy metals in the Qu'Appelle River system. This would provide baseline information by which the impacts of the conveyance work (Project 1.1.7) could be assessed.

In fiscal year 83-84, Provincial government budgetary restraints caused all funding for Project 1.1.1 to be terminated by Treasury Board despite a Qu'Appelle Valley Management Board request of $205,000 for Water Quality Monitoring and Research in that year. This figure for a single year represented an amount slightly in excess of the total Water Quality Monitoring and Research budget envisioned for the entire 10 years of the Qu'Appelle Agreement during the early years of the Agreement. This was an indication of the emphasis that the Qu'Appelle Board had begun to place on the value of such projects in the final years of the Agreement.

Achievement of Project Objectives and Contribution to Total Agreement:

Despite slow progress during the early years of the Agreement, the three objectives stated on the first page of this Project Profile generally have been achieved:

- There is now a better understanding of the past and present water quality in the Qu'Appelle river;
- The impact of the Regina tertiary waste treatment system on nutrient loading to the basin has been assessed (the Moose Jaw system has not been completed yet);
- Trends in water quality of the Fishing Lakes have been measured. However considerably more monitoring will be required before the dynamics of the system are fully understood.

It should be noted that the first and third points were accomplished with the help of supplementary funds from the budget of the government agency that conducted the work in addition to the Qu'Appelle grants.

The activities of Project 1.1.1 had little impact on the other Programs of the Qu'Appelle Agreement. The major exception is that Sub-Project 1.1.1.2 quantified the reduction in nutrient loading to the Qu'Appelle basin due to the implementation of tertiary waste treatment in Regina (Project 1.2.1). In addition as noted earlier, there was perhaps more emphasis placed on conducting mercury and heavy metals research (Sub-Project 1.1.1.6) after the discovery of mercury-contaminated river sediments in Moose Jaw during the execution of the flood control measures along the Moose Jaw River (Project 1.1.4). One possible linkage of Project 1.1.1 with another Qu'Appelle project that would have been desirable to establish was to conduct a research evaluation of the impacts of cleaning up the intensive livestock operations in Project 1.1.2.

A few of the outstanding needs that can be identified as a result of Project 1.1.1. activities are:

- The Algae Barrier final report should be completed.
- The water quality monitoring programs currently in place in the Qu'Appelle should be continued and expanded in order to document changes and establish trends.
- The time is appropriate for another overview assessment of water quality research and monitoring work in the Qu'Appelle basin. Perhaps a suitable forum would be another workshop-seminar similar to the one held by Environment Canada in 1979.
- Following this workshop-seminar, there is a need to compile and analyze all existing data and information and draw conclusions on water quality in the Qu'Appelle.
- "In-lake" restoration measures should be tried in the Qu'Appelle lakes on an experimental basis.
- Several respondents believed that further development work should be done on algae and weed harvesting in the Qu'Appelle.
- There is a need for government budget review boards to appreciate the nature of research projects - particularly those that continue over two or more years. If their funding is terminated prior to completion, there is the possibility that little meaningful information will have been assembled. A longer term commitment on the part of budget review boards to these types of projects is advisable. In the case of the Qu'Appelle, Environment Canada was able to find funds elsewhere for Sub-Project 1.1.1.3 when the Provincial Treasury Board ceased to fund the whole of Project 1.1.1 in fiscal year 83-84.

There remains another very important outstanding need that relates to this Project as well as Project 1.1.9 - Land Use Planning and Development Controls and much of the tourism and recreational activities in Sector II. The public through the Public Advisory Council and other vehicles has expressed that its greatest concern is with water quality and the dependence of future recreation and tourism on water quality. It is very possible that the Qu'Appelle system will always be eutrophic and that programs to reduce nutrient inputs may only result in maintaining the status quo. There is a need, therefore, for the water quality researchers and the planners to sit down together at periodic intervals and adopt a long term basin approach to the future planning and development of the Qu'Appelle Valley. The planning strategy must reflect what is realistically achievable in terms of future water quality in the various lakes and rivers of the Qu'Appelle system.

The preceeding paragraph indicates that there is little hope for achieving dramatic improvements in the water quality of the Qu'Appelle system in the forseeable future unless some new technology can be developed and applied to substantially reduce algae growths in the lakes. This point, which also should have been evident a decade ago when the Qu'Appelle Agreement was being drafted, will be a disappointment to those whose expectations were raised by the optimistic tone of the objectives of the Agreement which included such wording as "... to ensure the long term productivity of the Qu'Appelle Valley's recreation and tourism resource base.......to increase the benefits from utilization of this resource base......to improve the management of the land and water resources......."

Sector:

Sector I: Environmental Improvement & Management

Program:

Program 1.1 - Management of Land and Water Resources

Project:

Project 1.1.2 - Livestock Pollution Controls

Objectives:

1. To reduce the pollution contribution from intensive livestock operations in the Qu'Appelle Basin.

Indicators:

1. Number of intensive livestock operations given remedial works.
2. Number of intensive livestock operations given remedial works compared to total number identified as requiring remedial work.
3. Number of animal units located on farms given remedial works.
4. Number of animal units located on farms given remedial works compared to total number of animal units on farms identified as requiring remedial works.

Key Issues:

1. Has this work resulted in an improvement in the water quality the Qu'Appelle basin?

Resources:

Funds in Original Agreement for this Project - $ 600,000.

Profile of Funds Requested, Appropriated and Spent (in $1,000):

Fiscal Year	Requested by Board	Approved by Treas. Board	Actual	Cumulative Actual
74-75*	$ ——	-	-	
75-76	$ 165.8	$ 165.8	-	
76-77	$ 193.0	$ 193.0	$ 17.9	$ 17.9
77-78	$ 126.0	$ 51.0	$ 28.7	$ 46.9
78-79	$ 120.0	$ 71.0	$ 55.8	$ 102.7
79-80	$ 117.2	$ 104.5	$ 107.2	$ 209.8
80-81	$ 137.1	$ 142.7	$ 251.9	$ 461.7
81-82	$ 213.3	$ 213.3	$ 229.6	$ 691.2
82-83	$ 362.4	$ 357.3	$ 357.3	$1,048.5
83-84	$ 506.1	$ 391.8	$ 391.8	$1,440.3

* In 1974-75, a field survey to make an inventory of livestock operations in the Qu'Appelle drainage area was undertaken by Saskatchewan Environment with cost sharing provided by DREE under the Interim Planning Agreement.

Activities:

Fiscal Year	No. of I.L.O.'s Given Remedial Work	Cumulative No. of I.L.O.'s	Cumulative Cost ($1,000)	Average Cost ($1,000)
74-75	-	-	-	-
75-76	-	-	-	-
76-77	-	-	$ 17.9	-
77-78	-	-	$ 46.9	-
78-79	12	12	$ 102.7	$ 8.6
79-80	18	30	$ 209.8	$ 7.0
80-81	29	59	$ 461.7	$ 7.8
81-82	30	89	$ 691.2	$ 7.8
82-83	36	125	$1,048.5	$ 8.4
83-84	59*	184*	$1,440.3	$ 7.8

* Estimate for I.L.O.'s to be cleaned up prior to winter freeze-up in 83-84.

The geographic distribution of intensive livestock operations receiving remedial measures is as follows:

Watershed	% of Total
Between Lake Diefenbaker and Confluence of Qu'Appelle River with Moose Jaw River.	13.5%
Between Confluence of Moose Jaw River with Qu'Appelle River and Lumsden.	59.1%
Between Lumsden and Upstream End of Pasqua Lake.	18.3%
Between Upstream End of Pasqua Lake and Downstream End of Katepwa Lake.	2.4%
Between Downstream End of Katepwa Lake and Upstream End of Crooked Lake.	5.5%
Between Upstream End of Crooked Lake and the Manitoba border.	1.2%
	100.0%

Background:

In 1971, the Province of Saskatchewan passed "The Pollution (By Livestock) Control Act, 1971" along with "Livestock Pollution Control Regulations." The Regulations defined what an intensive livestock operation is and set out permitting requirements for the construction of new such facilities or the alteration of existing ones. A condition of permit approval is that the facility conform to "The Saskatchewan Intensive Livestock Operations Code of Good Practice" published by Saskatchewan Agriculture.

The 1972 Qu'Appelle Basin Study Report recommended that:

> "....early action be taken to control agricultural practices in the basin that contribute nutrients to surface waters" (Recommendation No. 4)

and also that:

> "....legislation under 'The Pollution (By Livestock) Control Act, 1971'be enforced for all intensive livestock operations in the Qu'Appelle basin, including those established prior to July 1971." (Recommendation No. 5)

It is of interest to note that, while the Act and Regulations apply to the construction of new facilities and alterations to existing operations, the 1972 Basin Study recommendation encompassed all aspects of both old and new facilities.

Program Delivery:

The Family Farm Improvement Branch (FFIB) of Saskatchewan Agriculture was responsible for the delivery of this project.

In executing the projects, the FFIB conducted the field survey and design work. Summer students were often utilized particularly in the field work. The construction equipment of the Conservation and Land Improvement Branch was used as far as possible in the construction work. If necessary, private contractors were hired to assist with the construction works. To ensure the co-operation of the farmers, the FFIB took special care to incorporate as many reasonable requests by the farmer as possible into the design and construction work.

Analysis:

In order to determine the magnitude of the task at hand, Saskatchewan Agriculture conducted a survey of 1,007 livestock operations in the Qu'Appelle Valley in 1974 with the assistance of summer students. This survey was funded by DREE. The survey identified 322 operations that required some form of remedial measures to bring them into conformance with the Code of Good Practice.

With this information, the FFIB began contacting owners of the 322 operations identified in the survey. Initially, their overtures were met with considerable resistance by the farmers. The farmers objections included:

1. Lack of definitive proof that livestock operations were causing a deterioration of water quality in the Qu'Appelle.
2. Comparisions drawn between the pollution load from "a few" head of livestock and the pollution load from the 200,000 residents of the Cities of Regina and Moose Jaw.
3. Annoyance with the perceived rigid land use controls being implemented by the Provincial Government through the Special Planning Area Commissions under Project 1.1.9 of the Qu'Appelle Agreement.

Once experience was gained with remedial works on a few livestock operations, the PFIB was better able to relate to the farmers and convince them of the merits of the project. Momentum has continued to build with the greatest number of operations to be done in fiscal 83-84.

An estimated 184 intensive livestock operations will have undergone remedial work to control pollution by the conclusion of the Qu'Appelle Agreement on March 31, 1984. However as the 1974 survey indicated that 322 operations required work, a total of 138 operations requiring clean-up will be still outstanding. Furthermore during the course of the project, Saskatchewan Agriculture found that the original 1974 survey overlooked several livestock operations and, in fact, the total number yet requiring remedial measures could be as many as 200 to 250. Given an average cost of about $8,000 to provide remedial measures at one intensive livestock operation, completion of the program could require up to an additional $2,000,000 in funds.

There has been no definitive investigation conducted in the Qu'Appelle Valley to quantify and determine the impact of the pollution load from livestock operations. Despite this, the Public Advisory Council to the Qu'Appelle Valley Management Board requested at about the mid-point in the Qu'Appelle Agreement that this project receive a high priority and be accelerated as much as possible.

Benefits from this project include:

1. A total of 184 intensive livestock operations have received remedial measures.

2. Those operations receiving remedial works were spread across a wide area of the Qu'Appelle and tributary valleys. Therefore Qu'Appelle funds were seen to be applied in geographically dispersed locations in the valley.

3. A synergistic effect occurred in that some farmers took the opportunity to invest their own funds into their operations as part of a general rebuilding or modernizing program concurrently with the pollution control works.

4. The project attacked the problem on an overall drainage basin basis. This avoided the confrontations that sometimes occurs when an individual operator is singled out for remedial measures.

5. Primarily due to the flexible and accommodating approach taken by the FFIB in the implementation of this project, the project has resulted in a good rapport between Saskatchewan Agriculture and the farmers.

Concerns arising from the project include:

1. There is a need for a follow-up surveillance program to ensure that the works constructed are being properly maintained.

2. Not all livestock operations requiring remedial measures have been corrected. If this project terminates at the conclusion of the Qu'Appelle Agreement on March 31, 1984, farmers will be skeptical about the intentions of the government to control pollution from livestock operations. This may result in credibility problems for Saskatchewan Agriculture when they try to institute other programs in the future.

Achievement of Objectives & Contribution to Total Agreement:

As the project has covered only about half of the intensive livestock operations requiring remedial measures, it is judged at least a partial success.

Because of the lack of definitive assessment of the contribution of livestock operations to the degradation of water quality in the Qu'Appelle basin, it is not possible to assess the impact of the project on water quality.

The project has had little impact on other projects and programs funded under the Agreement. However it is of interest to note that initial progress on this project was adversely affected by the land use controls implemented under Project 1.1.9 of the Agreement.

Sector:

Sector 1: Environmental Improvement & Management

Program:

Program 1.1 - Management of Land & Water Resources

Projects:

Project 1.1.3 - Wascana Creek Flood Protection

Project 1.1.4 - Moose Jaw River Flood Protection

Project 1.1.5 - Lumsden Flood Protection

Project 1.1.6 - Tantallon Flood Protection

Project 1.1.8 - Flood Hazard Mapping

Objectives:

1. To reduce the flood hazard includng flood damage, social disruption and potential loss of life by the provisions of a flood protection system for:

   - Wascana Creek in the City of Regina
   - the Moose Jaw River, Thunder Creek and Spring Creek in the City of Moose Jaw
   - The Qu'Appelle River in the Town of Lumsden
   - the Qu'Appelle River in the Village of Tantallon

2. To map the flood hazard areas in the Qu'Appelle Valley as a guide for land use planning and future developments.

Indicators:

1. Have flood protection measures been installed in these four communities?

2. Have these measures succeeded in reducing the flood hazard since their installation?

3. Have flood hazard maps for the valley been prepared and published?

Key Issues:

1. CPR Annex in Regina.

2. Churchill Park in Moose Jaw.

Resources:

Funds in Original Agreement for these Projects:

- 1.1.3 - Wascana Creek Flood Protection	- $ 538,000
- 1.1.4 - Moose Jaw River Flood Protection	- $2,515,000
- 1.1.5 - Lumsden Flood Protection	- $1,325,000
- 1.1.6 - Tantallon Flood Protection	- $ 100,000
- 1.1.8 - Flood Hazard Mapping	- $ 105,000
Total	- $4,583,000

Profile of Funds Requested, Appropriated and Spent for

Project 1.1.3 - Wascana Creek Flood Protection ($1,000):

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Cumulative Actual
74-75	$ 160.0	$ 160.0	$ 58.8	$ 58.8
75-76	$ 170.2	$ 162.0	$ 72.4	$ 131.2
76-77	$ 100.0	$ 100.0	$ 346.0	$ 477.2
77-78	$ 10.0	$ 21.0	$ 43.2	$ 520.3
79-80	----------------Project Terminated --------------			

Resources (continued)

Profile of Funds Requested, Appropriated and Spent for

Project 1.1.4 - Moose Jaw River Flood Protection (in $1,000):

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Cumulative Actual
74-75	$ 230.0	$ 230.0	$ -	$ -
75-76	$ 414.2	$ 414.2	$ 51.7	$ 51.7
76-77	$ 950.0	$ 800.0	$ 155.0	$ 206.7
77-78	$ 1,530.0	$ 825.0	$ 627.6	$ 834.3
78-79	$ 1,039.0	$ 829.6	$ 926.7	$1,760.9
79-80	$ 630.2	$ 352.9	$ 595.5	$2,356.1
80-81	$ 98.4	$ 98.4	$ 162.8	$2,518.7
81-82	$ 287.0	$ 273.0	$ 308.3	$2,826.8
82-83	$ 293.0	$ 293.0	$ 403.8	$3,230.5
83-84	$ 446.5	-	-	$3,230.5

Resources (continued)

Profile of Funds Requested, Appropriated and Spent for

Project 1.1.5 - Lumsden Flood Protection (in $1,000):

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Cumulative Actual
74-75	$ 240.0	$ 240.0	$ 600.0	$ 600.0
75-76	$ 400.0	$ 400.0	$ 503.0	$1,103.0
76-77	$ 10.0	$ 10.0	$ 176.0	$1,279.0
77-78	$ 5.0	$ 5.0	$ 6.0	$1,285.0
78-79	$ -	$ -	$ 29.8	$1,314.8
79-80	------------------Project Terminated------------------			

Resources (continued)

Profile of Funds Requested, Appropriated and Spent for

Project 1.1.6 - Tantallon Flood Protection (in $1,000):

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Cumulative Actual
74-75	$ 40.0	$ 40.0	$ -	$ -
75-76	$ 65.0	$ 65.0	$ 54.1	$ 54.1
76-77	$ 10.0	$ 10.0	$ 37.6	$ 91.7
77-78	$ 5.0	$ 5.0	$ 6.3	$ 98.0
78-79	$ -	$ -	$ 10.4	$ 108.4
79-80	----------------Project Terminated----------------			

Resources (continued)

Profile of Funds Requested, Appropriated and Spent for

Project 1.1.8 - Flood Hazard Mapping (in $1,000):

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Cumulative Actual
74-75	$ -	$ -	$ -	$ -
75-76	$ -	$ -	$ -	$ -
76-77	$ -	$ -	$ -	$ -
77-78	$ 33.0	$ 33.0	$ 11.6	$ 11.6
78-79	$ 11.0	$ 8.3	$ 6.4	$ 17.9
79-80	----------Project Terminated----------			

Activities:

Project Identification	Sub-Project Description	Fiscal Year	$1,000 Spent
Project 1.1.3 Wascana Creek Flood Protection	1.1.3.1 - Dykes - Mt. Royal & CPR Annex	74-75	$ 58.8
	Sub-Total	1.1.3.1	$ 58.8
	1.1.3.2 - Albert Street Weir Modifications	75-76	$ 71.7
		77-78	$ 12.3
	Sub-total	1.1.3.2	$ 84.0
	1.1.3.3 - Riverside Dykes	76-77	$ 346.6
		77-78	$ 30.9
	Sub-total	1.1.3.3	$ 377.5
	1.1.3.4 - Flood Zoning Regulations	-	-
	Total - Project 1.1.3 Wascana Creek Flood Protection		$ 520.3
Project 1.1.4 Moose Jaw River Flood Protection	1.1.4.1 - Thunder Creek Dykes	76-77	$ 51.7
	Sub-total - 1.1.4.1		$ 51.7
	1.1.4.2 - Spring Creek Diversion	76-77	$ 155.0
		77-78	$ 435.6
	1.1.4.4 - Spring Creek Highway Crossing	78-79	$ 467.7
		79-80	$ 17.2
		80-81	$ 5.7
		81-82	$ 2.2
	Sub-Total - 1.1.4.2 & 1.1.4.4		$1,083.4
	1.1.4.3 - Upstream Storage Reservoir	78-79	$ 11.3
	Sub-total - 1.1.4.3		$ 11.3

Activities: cont'd

Project Identification	Sub-Project Description	Fiscal Year	$1,000 Spent
1.1.4.5 -	Dredging of Moose Jaw River	77-78	$ 12.0
		78-79	$ 56.6
		79-80	$ 63.2
		80-81	$ 66.8
		81-82	$ 21.9
		82-83	$ 55.2
	Sub-total	1.1.4.5	$ 275.7
1.1.4.6 -	High Pressure Dam	78-79	$ 25.0
		79-80	$ 85.0
	Sub-total	1.1.4.6	$ 110.0
1.1.4.7 -	Thunder Creek Property Acquisition	78-79	$ 79.5
		79-80	$ 59.3
		80-81	$ 29.7
		81-82	$ 47.9
		82-83	$ 28.2
	Sub-total	1.1.4.7	$ 244.6
1.1.4.8 -	Zoning & Regulations -		-
1.1.4.9 -	Moose Jaw River Property Acquisition	77-78	$ 180.0
		78-79	$ 286.3
		79-80	$ 370.5
		80-81	$ 60.5
		81-82	$ 236.2
		82-83	$ 273.4
	Sub-total -	1.1.4.9	$1,406.9
1.1.4.10 -	Gulf Dam Bypass	82-83	$ 47.0
	Sub-total -	1.1.4.10	$ 47.0
	Total - Project 1.1.4 - Moose Jaw River Flood Protection		$3,230.6

Activities: cont'd

Project Identification	Sub-Project Description	Fiscal Year	$ 1,000 Spent
Project 1.1.5 Lumsden Flood Protection	Channel Improvement, Bridge Dykes, etc.	74-75	$ 600.0
		75-76	$ 503.0
		76-77	$ 176.0
		77-78	$ 6.0
		78-79	$ 29.8
	Total - Project 1.1.5 Lumsden Flood Protection		$1,314.8
Project 1.1.6 Tantallon Flood	Channel & Dyke Improvements	75-76	$ 54.1
		76-77	$ 37.6
		77-78	$ 6.3
		78-79	$ 10.4
	Total - Project 1.1.6 Tantallon Flood Protection		$ 108.4

Total Expenditures for These Four Projects Combined:

Project 1.1.3 - Wascana Creek Flood Protection	- $ 520,300
Project 1.1.4 - Moose Jaw River Flood Protection	- $3,230,000
Project 1.1.5 - Lumsden Flood Protection	- $1,314,800
Project 1.1.6 - Tantallon Flood Protection	- $ 108,400
Total	- $5,174,000

Activities: cont'd

For Project 1.1.8 - Flood Hazard Mapping:

77-78 - Preparation of Flood Hazard Maps for Regina and Moose Jaw under the Canada-Saskatchewan Flood Hazard Reduction Program.

- Mapping work on rural areas between Craven and Pasqua Lake

78-79 - Continuation of preparation work for Regina and Moose Jaw flood hazard maps under Canada-Saskatchewan Flood Hazard Reduction Programs.

- Commencement of mapping work on rural areas at Upper End of Buffalo Pound Lake, Pasqua to Katepwa Lake reach, Katepwa to Crooked Lake reach, Crooked Lake to Manitoba border reach.

80-81 - Publication of flood hazard maps for Regina and Moose Jaw under the Canada-Saskatchewan Flood Damage Reduction Program.

- Maps for other areas never completed and published.

Background:

Historically, the Qu'Appelle River and many of its tributaries have been susceptible to spring floods. These floods are particularly severe following a combination of a wet preceeding autumn, higher than normal winter snow accumulations, and a rapid warming trend in the spring. The floods have caused loss of life, substantial property damage and great inconvenience and hardship. The communities of Regina, Moose Jaw, Lumsden and Tantallon have all been affected at one time or another, as well as considerable agricultural land in the valley bottom.

The 1972 Report of the Qu'Appelle Basin Study Board directed considerable attention to the flooding issue and made the following recommendations:

40. ".....that no flood control works be built, or any further development or construction be undertaken on the flood plains of Wascana Creek or Moose Jaw River until plans for adjustment to the flood hazard in the cities of Regina and Moose Jaw have been developed and adopted."

41. ".....that a flood control system be constructed to provide protection for the Town of Lumsden."

42. ".....that flood hazard maps be prepared and issued for the Qu'Appelle Valley and the Last Mountain Lake area."

Detailed study of both the Regina and Moose Jaw situations had already begun even before the Report of the Qu'Appelle Basin Study Board was completed in 1972.

The study of Wascana Creek in Regina was undertaken by Saskatchewan Environment with assistance from PFRA on the engineering aspects and from Saskatchewan Urban Affairs on the land use aspects. The report was published in February of 1974 and made flood plain management recommendations to protect against the 1 in 500 year flood. The report recommended a combination of flood plain zoning with land use regulations plus improved dyking to protect the Riverside Park and Mount Royal areas. As supplemental measures, it also recommended flood proofing, improved flood forecasting and flood warning systems.

The Moose Jaw report was undertaken by the Inland Waters Branch of Environment Canada and was also published in early 1974. It addressed the issue of water quality as well as flooding. With regard to the former, it recommended an upstream storage reservoir to maintain water levels in the existing impoundment basins along the Moose Jaw River Valley through the City and to improve water quality and maintain stream flow through the summer months. With respect to flooding, it recommended upgrading various dam structures on the river in the City but concluded that other structural measures such as dykes were not economically feasible for Moose Jaw. Further, it was recommended that a zoning by-law be executed to control development in flood hazard areas, that a flood hazard map be prepared, and that a "limited long-term program of land use change" be implemented. In concert with this, a program of flood forecasting, warning and emergency action was recommended to provide a greater opportunity to reduce damage to existing development.

Then came the 1974 flood - the flood of record for the Valley.

The 1974 flood had a major impact on the thinking of the citizens and municipal officials of Moose Jaw. The initiated discussions with the Qu'Appelle Valley Management Board regarding what flood protection works would be most appropriate.

Accordingly the recommendations for Moose Jaw were reconsidered and eventually the following work programs were established by Agreement between the City and the Qu'Appelle Board in 1977:

1.1.4.1 - Thunder Creek Dykes - Construction of a dyke along the north side of Thunder Creek to protect the western downtown business and commercial section.

1.1.4.2 - Spring Creek Diversion - Construction of diversion channel for Spring Creek to avoid flooding of houses in the eastern central section of the City.

1.1.4.3 - Upstream Storage Reservoir - To maintain water levels in City impoundments, improve water quality and maintain flows during the summer months.

1.1.4.6 - Spring Creek Highway Crossing - To increase the culvert capacity for Spring Creek under Highway No. 2.

1.1.4.5 - Dredging of Moose Jaw River - To remove sediments in the river channel that constrict the flow near the confluence of Thunder Creek with the Moose Jaw River

1.1.4.6 - High Pressure Dam - To remove the high pressure dam thereby reducing flooding levels in the industrial area south of Manitoba Street.

1.1.4.7 - Thunder Creek Property Acquisition - To purchase homes subject to flooding along Thunder Creek in the west end of the City.

1.1.4.8 - Zoning and Regulations - To develop a zoning plan and regulations applicable to the flood prone areas of Moose Jaw.

1.1.4.9 - Moose Jaw River Flood Protection - Voluntary property acquisition of flooded areas in Kingsway Park, Wellesley Park and River Park plus acquisition of certain properties for construction of a dyke in Churchill Park.

1.1.4.10 - Gulf Dam Bypass - To bypass the Gulf dam and permit passage of the 1:500 flood

Considerable discussion ensued between residents, the City of Moose Jaw, and the Qu'Appelle Implementation Office and Management Board. Eventually, sub-project 1.1.4.4 (Spring Creek Highway Crossing) was combined with 1.1.4.1 (Spring Creek Diversion). Approval to take sub-project 1.1.4.3 (Upstream Storage Reservoir) to the study stage only was granted by the Qu'Appelle Valley Management Board. The study confirmed that the reservoir could not be justified economically and consequently this sub-project was terminated. Sub-project 1.1.4.5 was halted temporarily after mercury contamination of the sediments in that area was discovered and remedial measures were designed and funded from another source. Sub-project 1.1.4.6 was changed to a dam modification rather than a dam removal. The zoning and regulations of Sub-project 1.1.4.8 were undertaken in-house by the City at no cost to the Qu'Appelle. And finally, the dyke in Sub-project 1.1.4.9 was never built as will be discussed later.

Project Delivery:

Responsibility for executing the various projects and sub-projects in this group of Program 1.1 activities was divided among several agencies and municipal governments as indicated below:

1.1.3.1 - Dykes - Mt. Royal and CP Annex - City of Regina

1.1.3.2 - Albert Street Weir Modifications - PFRA

1.1.3.3 - Riverside Dykes - City of Regina

1.1.3.4 - Flood Zoning & Regulations - City of Regina

1.1.4.1 - Thunder Creek Dyke - City of Moose Jaw

1.1.4.2 - Spring Creek Diversion - Sask. Agriculture Conservation and Land Improvement Branch

1.1.4.3 - Upstream Reservoir - Study done by PFRA but project was never implemented

1.1.4.4 - Spring Creek Highway Crossing - Sask. Agriculture Conservation and Land Improvement Branch

1.1.4.5 - Dredging in Moose Jaw River - City of Moose Jaw

1.1.4.6 - High Pressure Dam - Design by Saskatchewan Agriculture Conservation and Land Improvement Branch - Implementation by City of Moose Jaw

1.1.4.7 - Thunder Creek Property Acquisition - City of Moose Jaw in co-operation with Saskatchewan Environment Qu-Appelle Implementation Branch.

1.1.4.8 - Zoning and Regulations - City of Moose Jaw

1.1.4.9 - Moose Jaw River Property Acquisition - City of Moose Jaw in co-operation with Sask. Environment Qu'Appelle Implementation Branch

1.1.4.10 - Gulf Dam Bypass - Design by Sask. Agriculture Conservation and Land Improvement Branch - Implementation by City of Moose Jaw.

1.1.5 - Lumsden Flood Protection - Sask. Agriculture Conservation and Land Improvement Branch

1.1.6 - Tantallon Flood Protection - Sask. Agriculture Conservation and Land Improvement Branch

1.1.8 - Flood Hazard Mapping - Sask. Environment Land Protection Branch in co-operation with Hydrology Branch.

Analysis:

Regina:

The flood protection work for the City of Regina was constructed from 1974 to 1977 at a cost of $377,500 to the Qu'Appelle Agreement. The City is now better protected against the 1:500 year flood occurrence. Since 1977 the City has continued on their own with programs to raise the dykes in certain areas in which it had been judged not to be cost effective to install permanent dyking. This will avoid the need of sandbagging in these areas during flooding and the public fear and outcry that is associated with such measures. Examples of this are the raising of the Rotary Park and Sherman Park dykes that are planned for 1984.

In the course of planning and executing the flood protection works done under the Qu'Appelle Agreement, the City held several public meetings to advise the public of the implementation program and to solicit public input. The City paid particular care to the landscaping and other finishing work associated with the works to please nearby residents.

One particular effect of doing the flood protection work under the Qu'Appelle Agreement was the confidence the public had in the flood control plans. Until that time, the residents had been relying solely on the City's expertise for flood control. However with the Qu'Appelle Agreement, the technical expertise and support of senior governments was applied to the flood control program and this gave the program greater credibility in the eyes of the public.

There is one major outstanding problem area that has been unresolved since the Regina flood protection works financed under the Qu'Appelle Agreement were completed. There are about six dwellings remaining in an area called the CPR Annex which is located on the flood plain. They are caught in a "Catch 22" situation. The 1974 Wascana Creek Flood Study concluded that dyking would not be a cost-effective measure for the CPR Annex as the cost of the dyke could be not justified by the benefits to be gained. Neither the City nor the Qu'Appelle Valley Management Board were willing to put up funds to purchase these flood-prone properties. The landowners have been restricted to make improvements to their property because of the City's zoning bylaw and regulations. The situation has been aggravated further by the construction of the Lewvan Expressway which essentially has isolated these homes from the rest of the City. Over the years since other flood protection works under the Qu'Appelle Agreement were completed, the City has used surplus fill to raise the existing dyke that had been built to protect the CPR Annex prior to 1974. This was done to help alleviate the plight of these landowners. The City believes that this raised dyke is more or less at the 1:500 flood level.

Moose Jaw:

Between 1974 and 1983, a total of $3,230,500 has been spent on flood protection work in Moose Jaw from Qu'Appelle Funds. The City of Moose Jaw contributed 18% or about $58,000 of this amount. The Qu'Appelle flood protection sub-projects in Moose Jaw went quite well and there has been considerable discussion between the residents, the City and the Qu'Appelle Implementation Directorate, the Qu'Appelle Valley Management Board, and the various design and implementation teams during the course of the Agreement. This discussion has resulted in a process of evolutionary change in some of the sub-projects.

The City is now much better protected against flooding - in particular due to the Spring Creek Diversion, the Thunder Creek dykes and the dam modifications and bypasses along the Moose Jaw River.

However the Churchill Park residential area along the Moose Jaw river remains a problem. The Qu'Appelle Valley Management Board approved funds to purchase flood prone properties voluntarily in Kingsway, Wellesley and River Parks and to acquire certain properties between Lansing Street and the River in Churchill Park. The Churchill Park properties between Lansing Street and the River were to be purchased to enable construction of a dyke to protect Churchill Park from the 1:500 flood. Funds for the dyke were also approved.

The City believed that dyking was not a proper long term solution for the Churchill Park area - it would be preferable to purchase all the properties therein and restore the land to an acceptable flood plain use such as a parkland or recreation space. The Qu'Appelle Valley Management Board did not disagree completely but nevertheless could not justify purchase of the approximately 120 houses involved. However the Board did agree to permit the funds previously allocated for the Lansing Street houses and the construction of the dyke ($650,000) to be applied to a voluntary land purchase program in Churchill Park.

As a result, the current Churchill Park situation in Moose Jaw has not been satisfactorily resolved - particularly from the viewpoint of the property-owners involved. They are allowed only to make limited improvements to their property because they are on the flood plain; there were insufficient funds to purchase all of their properties; and the dyke to protect against flooding has never been built.

Furthermore, Provincial Treasury Board did not approve any funds for fiscal year '83-84 for this voluntary property purchase program. The Wakamow Authority, which has an interest in the parkland and recreational developments of lands along the waterways in Moose Jaw, has expressed considerable concern over the Churchill Park situation. The Authority has an interest in reclaiming the Churchill Park lands for their long term programs. The Authority believes that, even though Provincial Treasury Board terminated the project, the share of funds previously committed by the Federal partner in the Qu'Appelle Agreement, together with the City of Moose Jaw's share, still should have been used to continue the voluntary land purchase program. (This is not possible of course under the Qu'Appelle Agreement - with the exception of Program 2-5, all program funding must be approved by provincial Treasury Board).

Lumsden & Tantallon:

A total of $1,314,800 and $108,400 was spent on flood protection works in the Town of Lumsden and the Village of Tantallon respectively. Aside from the need to do some re-design work on the Lumsden project following the 1974 flood, these projects went relatively smoothly and both communities are now much better protected against flooding than before.

Flood Hazard Maps:

The flood hazard maps were prepared for the Cities of Regina and Moose Jaw under the Flood Damage Reduction Program. The administration staff of these cities has found them quite useful as a tool in planning future developments.

However while work on the flood hazard maps for rural areas was started under the Qu'Appelle Agreement, these maps and an accompanying brochure were never completed or published.

Achievement of Projects And Contribution To Total Agreement:

Aside from the residual problems associated with the CPR Annex in Regina and the Churchill Park area in Moose Jaw, these projects have been quite successful in achieving their objective and protecting the residents of flood prone areas from the 1 in 500 flod occurrence.

There were few inter-relationships between these projects and other portions of either Sector I or Sector II of the Qu'Appelle Agreement.

Sector:

Sector I: Environmental Improvement & Management

Program:

Program 1.1 - Management of Land and Water Resources

Project:

Project 1.1.7 - Conveyance System Improvement

Objectives:

1. To increase the conveyance capacity of the Qu'Appelle River in certain reaches to achieve maximum flexibility in the operation of the Qu'Appelle system for flood control, water supply, lake level stabilization and water quality.

2. To provide improved operational flexibility to meet the interprovincial commitment of delivering flows to the Province of Manitoba.

Indicators:

1. Has conveyance system been improved in the valley?

2. Length of channel improved vs. total length requiring improvement.

3. Present capacity of various river reaches versus previous capacity.

Key Issues:

1. Concerns of Indian Bands.

2. Involvement of Multi-Disciplinary Design Team.

Resources:

Funds in original Agreement for this Project - $5,250,000.

Profile of Funds Requested, Appropriated & Spent (in $1,000):

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Cumulative Actual
74–75	$ 250.0	$ 250.0	$ —	$ —
75–76	$ 320.0	$ 320.0	$ —	$ —
76–77	$ 200.0	$ 200.0	$ 100.0	$ 100.0
77–78	$ 834.0	$ 250.0	$ 195.7	$ 295.7
78–79	$ 900.5	$ 900.5	$ 812.7	$1,008.4
79–80	$ 749.8	$ 310.0	$ 379.1	$1,487.5
80–81	$ 500.0	$ 415.0	$ 326.1	$1,813.6
81–82	$ 400.0	$ 350.0	$ 135.8	$1,949.4
82–83	$ 409.0	$ 100.0	$ 100.0	$2,049.4
83–84	$ 300.0	$ 100.0	$ 100.0	$2,149.4

Activities:

74-77 - Engineering study and design work on conveyance system improvement completed.

- Negotiations commence for right-of-way acquisition.

- Meetings held with public and Indian Bands.

77-78 - Design work continuing.

- Negotiations continuing for right-of-way acquisition.

- Public meetings held.

- Continuing discussions with Indian Bands.

78-79 - Commenced construction on channel improvements and new control structure and fishway downstream of Katepwa Lake.

- Improvements made to diversion channel between Qu'Appelle River and Last Mountain Creek near Craven.

- Minor channel improvements started between Round Lake and Manitoba border.

- Design work continuing.

- Continuing negotiations with Bands for easement to make channel improvements below Crooked Lake.

79-80 - Completed construction on channel improvements and new control structure and fishway downstream of Katepwa Lake.

- Minor channel improvements completed between Round Lake and Manitoba border.

- Design work continuing.

- Qu'Appelle Valley Indian Development Authority formed.

- Right-of-way negotiations with Bands postponed pending completion of Bands study on impact of the proposed conveyance improvements on Indian lands.

80-81 - Channel improvements completed from Highway #20 to Last Mountain Lake.

- Minor channel improvements made at several sites

- Design work continuing

- Land negotiations for right-of-way on private lands continuing.

Activities: cont'd

81-82 - Completion of works between Highway #20 and Last Mountain Lake.

- Land negotiations for right-of-way on private lands continuing.

- Discussion with Qu'Appelle Valley Indian Development Authority.

- Design work continuing.

- Negotiations continuing for right-of-way acquisition.

- Public meetings held.

- Discussions with Indian community.

82-83 - Construction of channel improvements and fish nursery between Echo and Mission Lakes.

- Land negotiations for right-of-way on private lands continuing.

- Meetings with Qu'Appelle Valley Indian Development Authority determine that, due to unresolved issues over compensation for past flooding as well as concerns over other social, economic, and environmental impacts, right-of-way negotiations on Indian Lands will cease.

83-84 - Construction of minor channel improvements throughout the valley.

- Agreement reached with Bands to re-open discussions on right-of-way acquisitions.

Background:

The 1972 Report of the Qu'Appelle Basin Study Board placed a high priority on improving the channel conveyance capacity throughout the Qu'Appelle system for purposes of flood control, water supply, lake level stabilization and water quality. Recommendation No. 43 of the Board's report stated:

> "......that the conveyance capacity of the Qu'Appelle River system be increased in certain reaches and that immediate steps be taken to determine the best combination of works necessary to provide for the future conveyance requirements. The full range of alternatives should be evaluated including dyking, channel improvements, land control and land use adjustments."

Improvement of the channel conveyance capacity became a major project in the Sector I activities of the Qu'Appelle Agreement. It had a relatively high public profile as works were required in several parts of the Valley.

Program Delivery:

In 1974, the Hydrology Branch of Saskatchewan Environment co-ordinated a detailed study of the conveyance improvement alternatives for the Qu'Appelle Valley. The Conservation and Land Improvement Branch of Saskatchewan Agriculture provided input on the preliminary design work and cost estimates for the study. Three flow scenarios were examined as a maximum conveyance capacity for the entire valley length - 300 cfs, 500 cfs and 1000 cfs. The study was completed in 1975 and noted that the lengths of channel not capable of carrying these three alternate flows were as indicated in Table 1.

The 1975 Qu'Appelle Conveyance Study recommended a combined program of land purchase, channel improvements and modifications to existing structures to establish a minimum conveyance capacity of 500 cfs throughout the Qu'Appelle River.

Following completion of the 1975 Qu'Appelle Conveyance Study, the Conservation and Land Improvement Branch of Saskatchewan Agriculture assumed implementation of this project. They did the design work, called tenders and managed the construction work. The purchase of any lands required for channel straightening or other improvement was delegated to the Lands Branch of Sask. Agriculture. Saskatchewan Environment's Hydrology Branch continued to play an advisory role in the design work.

TABLE 1

1975 CONVEYANCE CAPACITY OF QU'APPELLE RIVER CHANNEL

REACH	LENGTH OF CHANNEL (miles) NOT CAPABLE OF CARRYING A FLOW OF: 300 cfs	500 cfs	1000 cfs
Qu'Appelle Dam to Moose Jaw River	-	25.0	58.0
Moose Jaw River to Wascana Creek	-	-	-
Wascana Creek to Craven	-	-	-
Craven to Highway No. 6	4.0	9.0	33.5
Highway No. 6 to Pasqua Lake	21.0	39.0	39.0
Pasqua Lake to Katepwa Lake	-	-	-
Katepwa Lake to Crooked Lake	2.3	4.7	100.0
Crooked Lake to Round Lake	-	-	31.0
Round Lake to St. Lazare	-	-	110.0
Totals	27.3	77.7	371.5

A Multi-Disciplinary Design Team was formed to guide the detailed design of all water conveyance works that were constructed under the Qu'Appelle Agreement. Membership on this Team was as follows:

- A co-ordinator
- A design engineer
- A fisheries representative
- A wildlife and waterfowl representative
- A tourism and recreation representative
- A Federal Department of the Environment representative.

The services of other technical specialists from within either the Federal or the Provincial bureaucracy were to be made available on request as required.

Given that a "political decision" had been made to proceed with the conveyance improvement work as part of the Qu'Appelle Agreement, the Multi-Disciplinary Design Team was to incorporate into the conveyance design reasonable mitigating measures that might reduce any harmful impacts of implementation of the conveyance improvement project.

Analysis:

Soon after the conveyance improvement project got underway and contact with the public had been made, it became obvious that one of the major hurdles to overcome would be to gain the co-operation of the Indian Bands on the Reserves adjacent to the river. This hurdle turned into a roadblock with the formation of the Qu'Appelle Valley Indian Development Authority (QVIDA) in 1979. QVIDA concerns with the Qu'Appelle Agreement revolved around three main issues (as expressed in their 1979-1983 Directional Plan document published in October of 1979):

- Possible adverse effects arising from the improvements to the conveyance system.
- Impacts on Indian lands and communities due to changes in the off-reserve land use being contemplated under the Agreement.
- The inadequacy of provisions for Indian participation in the Agreement.

In addition to these three concerns specific to the Qu'Appelle Agreement, QVIDA cited the broader issues of historic violations of Native rights, dislocations in traditional ways of life, unfulfilled Treaty land entitlements, and several other issues that were beyond the powers of either the Qu'Appelle Implemention Directorate or the Qu'Appelle Valley Management Board to deal with. Negotiations for access to and purchase of Indian lands to complete the conveyance improvement project were never completed and were suspended in 1982. In the summer of 1983, agreement was reached to resume negotiations with the Indian people once more in an effort to acquire the lands to complete the conveyance improvement project. However the Qu'Appelle Agreement will have expired before the remaining construction work starts and Qu'Appelle funds will not be available for this purpose.

There is another potential problem issue that was never confronted mainly due to the dominating influence of the Indian objections and the roadblock these placed on the conveyance project. This issue relates to the long-established practice of backflood irrigation on the reach of the Qu'Appelle River between Craven and No. 6 Highway. While this practice has been occurring for many years, it is not legal but some argument might be made that implementation of the conveyance project along this reach would interfere with traditional farming practices in the Valley.

Of an initial budget of $5,250,000, less than half - $2,149,000 - has been spent on the conveyance improvement project. The reason for this underexpenditure of course is due to the incompletion of major portions of the project.

In fact, those portions of the conveyance improvement project that remain incomplete coincidentally happen to have the least channel carrying capacity of any stretch of the Qu'Appelle River. Due to the inherent nature of the Qu'Appelle River system, the operational flexibility afforded by an improved conveyance capacity can only be realized fully if the entire channel length is capable of transmitting the maximum required flow. It is essentially an "all or nothing" situation - there is little benefit for the overall Valley achieved if a key bottleneck in the conveyance system is not removed. However benefits for certian localized areas can be identified such as the operating flexibility afforded by the Katepwa control structure and the channel improvements to the outlet of Last Mountain Lake.

The Multi-Disciplinary Design Team worked well. Such things as fishways were incorporated into control structures and certain spawning areas were enhanced primarily due to the input of this design team. Participants on this Design Team spoke highly of the co-operative attitude of fellow Team Members.

Some farmers in the Valley expressed disappointment that consideration has not been given to the irrigation potential of the Qu'Appelle River system either in Project 1.1.7 or the Sector I Programs in general. It was noted that while irrigation was addressed briefly in the 1972 Report of the Qu'Appelle Basin Study Board, the development of the irrigation potential of the Qu'Appelle was not included in the recommendations of that report. Neither was it specifically mentioned in the Qu'Appelle Agreement.

Achievement of Program Objectives and Contribution to Total Agreement:

The conveyance improvement project remains incomplete in one of the most critical reaches of the River in terms of flow constrictions. The nature of the Qu'Appelle River system dictates that the entire conveyance improvement works must be implemented before the full benefits of greatly increased operational flexibility can be realized for the Valley as a whole. Therefore the project objectives have not been achieved. This failure is due mainly to unresolved Indian concerns over possible adverse impacts of improved conveyance on Indian lands, their concerns over land use changes in the Valley under other Qu'Appelle programs, the general inadequacy of provisions for Indian peoples in the Qu'Appelle Agreement, and other broader Indian rights issues. Once the Qu'Appelle Agreement was in place, it was beyond the scope of the Management Board and the Implementation Directorate to deal with all of these concerns.

Sector:

Sector 1: Environmental Improvement & Management

Program:

Program 1.1 - Management of Land & Water Resources

Project:

Project 1.1.9 - Land Use Planning & Development Controls

Objectives:

1. To control development and land use changes in the Qu'Appelle Valley and adjacent lands so that lands are allocated to their most appropriate use.
2. To improve the valley environment and to protect the financial investment by senior governments both in the present and for the future.

Indicators:

1. Have land use plans been prepared?
2. Are the land use plans in-place and official?
3. Is there a body established to administer and control them?
4. Do those affected perceive them as successful?

Key Issues:

1. Relationships between land use planning activities in Sector I and the recreational and tourism activities in Sector II.
2. Long term goals achieved?
3. Provincial interests safeguarded?
4. Control over land use?

Resources:

Funds in original Agreement for Project 1.1.9 - Land Use Planning & Development Controls - $1,000,000.

Profile of Funds Requested, Appropriated and Spent for Project 1.1.9 - Land Use Planning & Development Controls (in $1,000):

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Cumulative Actual
74-75	$ 246.3	$ 246.3	$ 66.0	$ 66.0
75-76	$ 331.6	$ 182.5	$ 50.0	$ 116.0
76-77	$ 378.0	$ 378.0	$ 331.4	$ 447.6
77-78	$ 333.0	$ 216.5	$ 222.3	$ 669.3
78-79	$ 383.9	$ 255.6	$ 281.8	$ 951.0
79-80	$ 371.1	$ 375.3	$ 316.3	$ 1,267.3
80-81	$ 360.0	$ 373.6	$ 336.6	$ 1,603.8
81-82	$ 436.6	$ 306.7	$ 341.7	$ 1,945.5
82-83	- - - - - - - Program Terminated - - - - - - -			

Activities:

74-75 - Preparatory land use planning work commenced by Department of Urban Affairs.

75-76 - Preparatory land use planning work continuing with the preparation of alternative plans for land and water use development controls for discussion with elected representatives of rural and urban municipalities.

76-77 - Continuation of land use planning work.

- Definition of 6 Special Planning Areas covering the entire Qu'Appelle Valley.

- Establishment of interim Special Planning Area Commissions (SPAC's) for each of the 6 Special Planning Areas with memberships drawn from each rural and urban municipality in the respective areas as well as special interest groups and provincial government departments. The interim SPAC's are to regulate and control development while final land use plans are under preparation.

- Publication of zoning maps and regulations for use by interim SPAC's.

77-78 - Continuation of land use planning work.

- By Ministerial Order, all public and private development in the valley, coulees, and nearby table land becomes subject to permit application and approval by the interim SPACs.

- SPAC's developed revised regulations to exempt minor developments, repairs and normal farming activities from the control process.

- Amendments to zoning plans to change some areas previously zoned for wildlife to agriculture.

79-80 - Continuation of land use planning work.

- Discussions held between SPAC's and Department of Urban Affairs regarding suggestions for continuation of SPAC responsibilities in the future.

80-81 - Draft land use policy plan prepared by Urban Affairs and reviewed by SPACs.

- Commenced preparation of final land use plans.

- Discussion continuing on future structure and role of SPAC's.

81-82 - Land use plans finalized.

Background:

In the 1960's and early 1970's there was an increasing pressure for cottage development and other recreational activities in the Qu'Appelle Valley due to accelerated growth in the nearby urban centres of Regina and Moose Jaw. A general concern was expressed that continuation of uncontrolled development in the Qu'Appelle Valley would seriously harm the environment and could preclude development options of potential significant value.

The 1972 Report of the Qu'Appelle Basin Study Board addressed, among other things, land and water issues and made several recommendations concerning them. Some of these recommendations which applied to the valley bottom lands, major coulees, the slopes and approximately one mile of table land on either side of the valley, are listed below:

> 25. "........that an area in and adjacent to the Qu'Appelle Valley and around Last Mountain Lake be zoned for the purpose of planning and controlling land and water use."
>
> 26. "....... that regulations be established for each zone to prohibit activities and types of development which do not conform to the management concept for the zone."
>
> 28. "....... that the Crown acquire control of certain areas of land in the Qu'Appelle Valley and its tributaries to be used for public parks, natural areas, wildlife management and fish spawning."
>
> 29. "....... that no additional land at any of the lakes in the Qu'Appelle Valley or at Last Mountain Lake be approved for cottage subdivision prior to the year 1985."
>
> 30. "....... that the current regulations which apply to the subdivision of land adjacent to the lakes be revised with a view to achieving more efficient use of land and creating a more aesthetically attractive environment."
>
> 31. "....... that a long range program be initiated immediately for the redesign of existing and approved cottage subdivisions at the lakes in the Qu'Appelle Valley and at Last Mountain Lake to conform with the revised regulations for the subdivision of land."
>
> 32. "....... that there be no development of cottage subdivisions for which plans have been approved but for which plans of survey have not been registered, unless the plan conforms to the revised regulations for the subdivision of land."
>
> 33. "...... that manangement programs be initiated to attract recreational users to other lake areas in order to reduce the demand for recreational development at the Fishing Lakes."

Accordingly one of the major features of Sector I projects was the land use planning and development controls that were intended to fulfill these recommendations, to improve the overall valley environment, and to protect the financial investments of senior governments in Sector II projects both for the present and in the future.

Project Delivery:

This project was the responsibility of the Community Planning Branch of the Saskatchewan Department of Municipal Affairs. This Branch did the bulk of the planning work in-house.

Six Special Planning Area Commissions (SPAC's) were formed during the project to decide on land use zones and subsequent land use regulations to control development in the valley. During this process, the land use zoning maps prepared and published by Urban Affairs in 1977 were to be viewed as an interim measure until the plans could be finalized. The land use zoning maps were based on the identified resources and land capabilities for agriculture, recreation, and wildlife. The SPAC's were formed of councillors from the Rural Municipalities and resort villages, and representatives of special interest groups. They were to function with assistance from planners and staff of Urban Affairs.

In January, 1983, when the plans were in final draft form, the SPAC's were transformed into District Planning Boards and granted greater authority. They are now able to make decisions on land use or zoning without the approval of the Provincial Minister of Urban Affairs.

Analysis:

In the original Qu'Appelle Agreement, a budget of $1,000,000 had been struck for Project 1.1.9. When Qu'Appelle funds for the land use planning exercise terminated in 1982, about $2,000,000 had been spent. The project had taken much longer to implement than originally anticipated, the time required to interface with the public significantly contributed to this delay.

To assess the benefits, drawbacks and residual concerns and needs of the land use planning process, opinions were sought from several people including those who were responsible for administering and executing the project, several SPAC members, as well as citizens who had experience in dealing with the planning and permitting process.

As with any land use planning exercise in an area that is already developed, it is inevitable that almost everything that is proposed will be subject to considerable controversy. This is due to the variety of preferences, vested interests and perceived needs by the numerous individuals, associations, developers and government agencies involved. The comments commonly expressed by someone when asked for his opinion are the negative ones that had an adverse impact on him and there are many negative comments about the land use planning and development project noted below. However it should be appreciated that most people contacted thought that, on balance, the exercise was a useful and beneficial one.

For convenience in reviewing the issues, the analysis that follows is divided into eleven major topics.

1. Extent of Planning Area:

The boundaries of the Special Planning Areas were developed during the preparation of land use zoning maps by the Department of Municipal Affairs, in consultation with Commission members. Boundaries have been based on physical characterstics of the landscape and extend a mile or so distant from the valley edge. Some of those interviewed thought the boundaries should be broader - these people supported the planning exercise; others thought that many landowners regretted the extent of the boundaries.

2. SPAC Membership:

The Special Planning Area Commissions were established to administer planning and development controls and to enable intermunicipal co-ordination. The Commissions were comprised of appointed Rural Municipality Councillors and others representing local interests such as cottage owners, wildlife, conservation and development groups, and farmers. Some of the problems which arose with land use planning could be attributed to the initial lack of familiarity with planning on the part of the Commission members. Development controls were basically formal and regulated. The initial land use planning legislation under which the SPAC's operated was poorly worded; it was too detailed and all-encompassing which led to public relations problems. One administrator commented that many members of Commissions did not understand the purpose for their existence nor did the Commissions have the necessary knowledge and expertise to fulfill their mandate. Another respondent commented that planning advisor's opinions may have been too easily accepted.

Local participation on the SPAC's was critical in developing local acceptance; however the public's attitude to land use planning could be harmed by the advancement of personal viewpoints by Commissioners. The majority of those interviewed thought that the Commission members fairly represented the opinion of the community, but occasionally Commission decisions would reflect the personal interest of a member. Sometimes one interest group might be over-represented - for example, recreational interests may be reflected more than agricultural ones. Because Commission members were appointed, they were not accountable to the people being affected (except through the R. M. Councils). Accountability was a key issue with many respondents. Some believed that the SPAC members should have been elected rather than appointed.

Respondents largely thought that continuity of the Commission members was good, although some believed that there could have been greater continuity.

3. Introduction of Development Controls:

Some of the land use planning guidelines first established in the mid 1970's were too restrictive and provoked a great deal of opposition from local landowners. Procedures were streamlined and made less stringent over time, resulting in a system that was more acceptable. The SPAC's were inexperienced in using their power which often resulted in a negative public reaction; regulations were perceived as being inconsistently enforced. One commercial operator thought that land use planning was rammed down their throats and the SPAC's went too far in enforcing regulations.

A developer noted that the SPAC's hindered development by not pointing out all the necessary steps and documentation required for a project to proceed. This led to frustration and costly delays because the Commissions only met once a month to approve permits. He thought it unfair that the Commission could demand technical evaluations with the development permit application when they were not providing any technical help. One respondent thought that if a technical opinion was requested, then the government should pay for it.

A viewpoint from the administrative side reflected a different perception: assistance was provided to people wanting to develop in the valley and wondering what they should take into account. Administrators also commented that the creation of SPAC's might entail an extra step for provincial agencies in developing a project, with associated extra costs.

Another comment was that the SPAC's did not have control over government or parkland. Government was supposed to prenotify the Commissions but they would often make relatively large changes to the landscape. This apparent double standard made it very difficult for SPAC's to enforce their own regulations.

4. Zoning:

The Land Use Zoning maps were created by the Department of Municipal Affairs based on resource information. Many rural residents thought that the zoning was presented as a fait accompli and that they had no input. This created resentment of the land use planning exercise and the SPAC's.

Property owners were opposed to the zoning of their land into Environmentally Sensitive Areas (ESA's) because it was perceived as adversely affecting the value of the land. They also were concerned about other problems that commonly occur near wildlife zones such as hunters damaging fences, litter, and waterfowl damaging crops. They stated that if agricultural land is to be rezoned, it should be done only with the permission of the landowner and failing this, the government should be prepared to purchase the property. In response to this concern, land is not rezoned into an ESA unless it is owned by the Crown. In the case of development or zoning applications which affect agricultural land, then the ultimate land zone is considered. Revisions to the draft plan are proposed by the Commissions such that wildlife people would have to deal with the farmers and either provide compensation or allow the farmer to develop land as he wished. The SPAC's acted as a negotiation conduit in many cases.

Some local property owners were upset when zoning changes occurred on their land and then the land was not used for anything other than the original use. Communication between property owners and government was often poor on zoning matters. A respondent thought that land should be re-zoned to farming if the land was not going to be used for another purpose. Another credibility problem came about because some areas that were identified on the zoning maps as protected were not perceived as unique by local people. This created skepticism about the exactness and thoroughness of the land evaluation.

One administrator noted that land use planning and development controls also brought about a great deal of opposition from land developers who, for example, wanted to move ahead with commercial or cottage developments.

Overall, however, most respondents felt that the zoning had brought some order to the development of the valley.

A specific example of a positive result of land use planning was noted in Regina Beach where the SPAC's helped to establish zoning in an area where no zoning bylaws had existed.

5. Effect of Planning:

Through the course of interviews there were several good points noted about the land use planning and development controls program in the Qu'Appelle Agreement. They include:

- Increased public awareness. It was an educational process successful at raising awareness of issues at a local level. Landowners became more aware of the need and usefulness of land use planning. The SPAC's were important in providing a focal point for discussion and information, as well as providing a mechanism for resolution of land use conflicts.

- Greater concern among Valley residents for their environment. Landowners became aware that some of their actions might be destructive to the environment. Residents' perceptions of the value of the environment were increased.

- More controlled approach to development. Administrators and others felt that the SPAC's prevented a considerable amount of undesirable development in the valley and provided for more controlled exploitation of resources. A specific example would be the separation of farming land from cottage areas. Some control was imposed on what had previously been haphazard development. Policy development was coordinated.

- Experience gained by local planning authorities. There was a positive effect on R.M. Councils who had representatives on the Commissions.

Other miscellaneous comments on program effects, both positive and negative, include the following:

- Provincial planners had a test case in the Qu'Appelle Valley in which to develop skills which could then be applied in other areas of the province. (This was not mainly viewed as a benefit by those other areas).

- Land use planning and development controls helped to protect the lake and other recreational areas at Regina Beach.

- Lack of rural planners was seen as a problem.

- Without the funding through the Qu'Appelle Agreement and without the zoning powers of the SPA's, the CPR rail line land may not have been acquired and may have been lost to public use.

- The people's view of the Valley has been broadened.

- Farmers are aware of recreation needs and proximity of the Qu'Appelle to urban centres, but government should purchase land from farmers if they want it for this purpose.

- Perception in recent years is that it was a "top-down" planning process.

- It is believed that most people like some direction - for example, in the identification of slump-prone land.

- Some respondents believed the program resulted in a better standard and higher quality of development.
- It would have been better to deal with municipal councils on a one-by-one basis rather than by appointing a single representative to the SPAC's.
- The program isolated the Qu'Appelle Valley and resulted in stronger developed controls in the Valley than elsewhere in the province. The farmers in particular were upset.
- If no money had been spent in planning, the valley would probably not be much different: local people are able to solve local problems.
- One administrator thought there were mixed results. Some terrible mistakes in terms of poor handling of sensitive issues were made early in the program, but on balance it was a useful process.
- Some people thought the exercise should have started 20 years earlier.

In conclusion, the initial skepticism that greeted the program has largely dissipated and most people (65% according to a survey in the Flying Creek SPA) are now in favour of land use planning. The Commissions and their purpose are now accepted in almost all areas.

6. Local vs. Provincial Interests:

According to the program manager, this project is less than 100% effective because the objective of ultimately safeguarding government investments is not being met. This is because power was passed to local District Planning Boards at too early a stage in the planning process. The concern is that these Boards can modify and control land uses through the Commissions to implement provincial programs of channel improvements, conveyance and wildlife interests. The landowner must be satisfied when land conversions occur.

Some members of the SPAC's expressed the opinion that it was good the control is held by local people while others thought the provincial viewpoint was being ignored in favor of the local one.

Local residents thought that senior provincial land planners were far too involved in local planning, and that they were not listening to the concerns of local people. One respondent thought that the plan was imposed from Regina and represented provincial interests without consulting local people. He believed the provincial government arranged it so they could get their own way, as opposed to going through existing local government where they might meet opposition.

7. Public Participation:

The Public Advisory Council and the SPAC's held public meetings to identify local concerns regarding development in the valley. Opinions on the value of public participation varied. Some thought that the people were involved from the beginning and that information was reasonably available although others disagreed. The planning program could have involved local people to a greater degree. One respondent said that there was generally as much public involvement as was possible; information was available and those not participating had neither the time nor the inclination. Another commented that much information that was sent was probably not read.

An administrator believes that information must be disseminated "to the extreme". When undertaking the land use planning exercise in the Valley, Municipal Affairs fulfilled its legal requirement in terms of information dissemination, but this was insufficient. He felt every agricultural landowner must be notified individually.

Some people who received the information seemed to think they had no real input. Comments exemplifying this belief were: the information which came was "loaded"; answers were less than direct when questions were asked; rural peoples' input was not listened to at meetings; and the provincial government had already decided what they were going to do.

Urban Affairs officials may have explained land use planning aspects of the Agreement as a fait accompli with little room for negotiation. This attitude created bad feelings toward the Agreement. Indian groups for example became leary of the Agreement and there was a definite lack of Indian involvement.

Other comments were that the SPA Commissioners should have been invited onto the Public Advisory Council at an earlier date, and that the public involvment process slowed things down.

8. Administration:

Administration of the project was unwieldy because so many agencies were involved. One problem was the annual budget approval process conducted by the Province - priorities and restraint might vary from year-to-year and this made it difficult to plan over the long term. As well, priorities and philosophies of governments and agencies changed over time, making things awkward. Land use planning was fairly well-coordinated with recreation and tourism activities and especially the efforts in the fish and wildlife department. However, the perception of most people interviewed was that the program was over-administered.

Functioning mechanisms were not always appropriate to authority level. For example, SPAC's met only once a month, yet they had complete control over development permits. This caused considerable consternation among those anxious to proceed with developments or other improvements. This feature was, however, modified through the program period.

The land use planning program has not moved along as quickly as it could have in the preparation of policy documents. A ten year period may have been too long, although some agreed with the 10 year time-frame. Time was needed to get the land use mechanisms in place and operational. The 10 years provided a period during which the SPAC concept could be used on a trial basis and then modified as desired to facilitate long term planning and implementation.

A problem with the public perception of the program arose in 1980 when the Department of Municipal Affairs was split into Rural Development and Urban Affairs. The Qu'Appelle Project stayed with the latter. The Rural Municipality normally deals with Rural Development except in the case of the Qu'Appelle Agreement. This change in administration gave rise to confused and bitter feelings on the part of some rural people.

9. Budget:

The original budget was about $1 million; by project completion almost $2 million had been spent. One administrator believes that too much money was spent on plans as opposed to implementation. Only three of the lake management plans were prepared and implemented. These were the lake management plans for Buffalo Pound Lake, Crooked Lake and Round Lake. The public perception is that much money was spent and there is little to show for it. One comment was received that the system is a complete waste of time and money because it has not accomplished a thing.

The Department of Urban Affairs is still providing administrative support to the District Planning Boards. They are now totally funded by the province although they originally (as SPAC's) were cost-shared by provincial and federal governments. There is an imbalance in the provincial support (i.e. it is greater) to the municipalities in the Qu'Appelle Agreement area than those elsewhere in the province.

Administrative staff have some reservations about the value of spending a quarter million dollars annually on Commission's handling issues that can be dealt with in other ways, e.g. through Rural Municipalities.

10. Comments for Changes:

Several comments were made during the interviews regarding changes that would have been beneficial to the program. These are listed below:

- Urban Affairs people who were assigned to the land use planning program had expertise in urban, not resort town or rural planning and development. They tried to put rules and regulations of urban planning into a rural setting.
- Fort Qu'Appelle and Lumsden were exempted from planning but Craven and other Qu'Appelle communities were "under the thumb" of planners. Lumsden had a development plan completed in 1970 while Fort Qu'Appelle was in the process of preparing a plan in 1974. Regardless, some respondents questioned whether it was consistent or equitable for these two communities to be exempted.
- The worst thing from the farmer's viewpoint was taking the Qu'Appelle Agreement into the Urban Affairs Department. Government was not seen as concerned with rural people but only concerned about urban use of a rural area.
- Perhaps the SPAC's should have had more say in what kind of buildings were placed on property in District Planning Areas.
- Perhaps planning should have started sooner.
- Perhaps provincial lands should have been controlled under the same process.

11. Future:

Most of the Commissions have adopted or are about to adopt policy plans. Urban Affairs' role is now limited to providing administrative support. Beyond this, several questions can be raised about the future:

- What is the future of the District Planning Boards and will they continue to be funded by the province? The future relationship between the Boards and the province will need to be clarified.
- Should the experiences gained in land use planning be applied to other areas of the province; that is, should the program be extended beyond its present boundaries?
- Will there be an eventual confrontation between provincial interests and local interests?
- Will decision-making revert back to the Rural Municipalities?

Achievement of Program Objectives and Contribution to Total Agreement:

The effectiveness of the program can be evaluated in relation to the indicators listed at the outset of this profile.

1. Have land use plans been prepared?

   General Land Use Plans have been prepared for the six Special Planning Areas created by Ministerial Order in 1977.

2. Are the land use plans in place and official?

   The plans have yet to be adopted. The anticipated date for the plans to be in place is early in 1984. Delays were caused by the change in structure of the Commissions and the government.

3. Is there a body established to administer and control them?

   The District Planning Boards which are presently funded by the provincial government will administer and control the plans.

4. Do those affected perceive them as successful?

   Opinions on this indicator vary. The Program Manager believes that land use zoning has been successful particularly for agriculture and recreation, but less so for wildlife protection. The conclusion which can be drawn from the interviews is that the majority of those interviewed with are generally satisfied with the land use planning and development controls.

When the original objective of this program is examined (that is to improve the valley environment and protect financial investments of the senior governments), the success or failure is more difficult to measure especially for the latter. The Program Manager has commented that the District Planning Boards have a local perspective on issues and the provincial goals are not safeguarded. Therefore the benefit of the program to the province is reduced.

In conclusion, the land use planning and development controls project of the Qu'Appelle Agreement is at least partially successful in meeting the overall Agreement objectives of (1) ensuring long-term productivity of the Qu'Appelle Valley's recreation and tourism resources base, (2) increasing recreation opportunities and (3) improving the management of land and water resources of the Qu'Appelle Valley. However, at times, the development permit procedure actually hindered the progress of certain recreation and tourism facilities (e.g. Craven rodeo) and therefore ran counter to the Qu'Appelle Agreement objectives. The third objective though, has largely been met by the formalization of a development permit system.

With regard to achieving the two specific objectives of Project 1.1.9 as outlined in the first page of this Project Profile, the land use planning and development control activities have been also at least partially successful. There is now a controlled development program in place throughout the Valley and on nearby adjacent lands. However whether or not the lands are being allocated to their most appropriate use is a very subjective question; the answer to this question depends to a great extent on one's preferences and interests. There is a general consensus that the present and future valley environment is benefitting from the implementation of Project 1.1.9. However there is some concern that the interests of the senior governments may not be preserved now that most decision making has passed to the local level through the District Planning Area Commissions.

Sector:

Sector 1: Environmental Improvement & Management

Program:

Program 1.2 - Municipal Waste Treatment

Objectives:

1. To provide financial assistance to reduce the nutrient input to the Qu'Appelle system from the wastewater discharges of the Cities of Regina and Moose Jaw, as well as the smaller urban centres in the Valley.

Indicators:

1. Amount of nutrients discharged now compared to previously.
2. Nutrient levels in downstream lakes and streams.
3. Downstream algae bloom frequency in lakes now and previously.
4. Public perceptions regarding nuisance water quality conditions now and previously.

Key Issues In Program Evaluation:

1. Has the effort expended in this Program helped to preserve the natural resources and fulfill the aims expressed in the Qu'Appelle Agreement:

    - to preserve the natural resources, and

    - to ensure a base for future tourism and recreational development?

Resources:

Funds in original Agreement for this Project - $4,200,000

Profile of Funds Requested, Appropriated & Spent (in $1,000):

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Cumulative Actual
74-75	$1,079.5	$1,079.5	$ -	$ -
75-76	$1,047.0	$1,047.0	$ 942.6	$ 942.6
76-77	$ -	-	-	$ 942.6
77-78	$ -	$ -	$ -	$ 942.6
78-79	$ 70.0	$ 70.0	$ 60.9	$1,003.5
79-80	$ 50.0	$ 50.0	$ 56.2	$1,059.7
80-81	$ 119.0	$ 109.0	$ 41.0	$1,100.7
81-82	$ 800.0	$ 800.0	$ 829.1	$1,929.7
82-83	$1,896.0	$1,632.0	$1,631.9	$3,561.6
83-84	$ 640.3	$ 640.3	$ 640.3	$4,201.9

Activities:

Project Identification	Sub-Project Description	Fiscal Year	$1,000 Spent
Project 1.2.1 Regina Tertiary Treatment	Construction of Lime Phys/Chem* Tertiary Treatment Plant	75-76	$ 898.5
	Studies on Phys/Chem Plant Sludge Disposal	79-80	$ 23.0
		80-81	$ 12.8
		81-82	$ 39.7
	Sub-total Regina		$ 974.0
Project 1.2.2 Moose Jaw Effluent Irrigation	Effluent Irrigation Research	75-76	$ 44.1
	Feasibility Study Comparing Irrigation vs Phys/Chem*	78-79	$ 60.9
		79-80	$ 26.2
	Construction of Effluent Irrigation System	81-82	$ 500.0
		82-83	$1,531.3
		83-84	$ 520.3
	Sub-total Moose Jaw		$2,682.8
Project 1.2.3 Waste Treatment - Small Communities	Fort Qu'Appelle	79-83	$ 381.5
	Pasqua Beach	80-81	$ 28.2
	Regina Beach	82-84	$ 120.0
	Katepwa Lake	82-83	$ 15.4
	Sub-total Small Communities		$ 545.1
	TOTAL FOR PROGRAM 1.2		$4,201.9

* Physical/Chemical

N.B.: The Lumsden system was proposed for 1983/84 funding under the Agreement, but it was later decided to fund the system from regular provincial programs.

Background

The 1972 Report of the Qu'Appelle Basin Study Board made three recommendations specific to municipal waste treatment needs:

2. "......that the Cities of Regina and Moose Jaw be required to provide a higher level of waste treatment that includes the removal of phosphorus and algae."

3. "......that the Canadian Forces Base - Moose Jaw be required to provide an effluent which consistently meets the objectives established for Federal facilities, including nutrient removal."

14. "......that alternative methods be investigated for controlling the input of phosphorus from the sewage effluents of the smaller municipalities."

By the time the Qu'Appelle Agreement was formulated, plans were underway to direct sewage from CFB-Moose Jaw into the City of Moose Jaw's system for treatment.

In establishing a framework for the implementation of the above recommendations, the Qu'Appelle Agreement specified that "assistance would be provided .... for improved sewage treatment facilities in Regina, an effluent irrigation system in Moose Jaw, and chemical treatment in smaller urban centres in the Valley." In administering the agreement, the Qu'Appelle Valley Management Board did not accept this restrictive wording but rather agreed that for the purposes of Program 1.2, any form of advanced treatment meeting the standards set by Saskatchewan Environment would be eligible for cost sharing. The City of Moose Jaw would not be limited to the installation of an effluent irrigation system. Neither would the smaller urban centres be limited to installing a physical/chemical treatment process.

Furthermore the Board extended the definition of "small urban centres" to cover resort villages despite the fact that the nutrient loadings to the Qu'Appelle from such developments were minor in comparison to the nutrient loadings from Regina and Moose Jaw. The Board was anxious to be seen to do everything reasonably possible throughout the Valley to reduce nutrient loadings to the river system - even from the smaller communities.

Program Delivery

In the early years of the Qu'Appelle Agreement, the Qu'Appelle Implementation Branch of Saskatchewan Environment was responsible for the co-ordination and administration of this program on behalf of the Provincial and Federal Governments. In 1981, this responsibility was turned over to the Provincial Department of Urban Affairs.

Day to day co-ordination of individual projects was generally done at the local level with the individual municipalities being responsible for retaining consultants to design their required treatment facilities, for calling tenders, and for hiring contractors to construct the facilities. The municipalities would invoice the senior government agencies for reimbursement of those portions of the cost covered by grant monies.

The Qu'Appelle Agreement provided for a one-third grant for the capital cost of nutrient removal facilties in Regina and Moose Jaw. Under the terms of the Agreement, this grant was shared by the Federal Department of Regional Economic Expansion and the Provincial governments on a 55/45 basis. Therefore 18-1/3 percent of the capital cost was covered by DREE and 15 percent by Saskatchewan. In addition, the municipality was eligible for a CMHC loan for the balance - one quarter of which was forgiveable. This brought the total grant available to municipalities up to 50 percent as follows:

DREE portion of Qu'Appelle grant	18.33%
Provincial portion of Qu'Appelle grant	15.00%
Forgiveable portion of CMHC loan	16.67%
Total available funds	50.00%

For the small communities, the Qu'Appelle contributed 50% of capital costs which was split on a 55/45 basis between the Federal and Provincial governments.

Analysis:

General:

Initially in the Qu'Appelle Agreement, there was $4,200,000 budgetted for this program. Expenditures to the end of fiscal year 83-84 are expected to be $4,201,900. As this figure represents about one-third of the capital cost of waste treatment projects implemented under the Qu'Appelle, the total volume of construction involved is in the order of $12,000,000. Including the forgiveable portion of the CMHC loan, half of this $12 million was covered by Federal/Provincial grant and the other half was added to the debt burden of the municipalities involved.

Regina:

The City of Regina tertiary treatment project was well underway at the outset of the Agreement and the Qu'Appelle Valley Management Board passed a retroactive resolution to let it fall under the Qu'Appelle grant structure.

Regina had commenced construction on their lime-based tertiary treatment system for phosphorus removal which was completed and began operation in 1974. When it was designed and built, it was intended eventually to include a re-calcining kiln into the system to recover the lime sludge for re-use in the process. However the difficulties experienced in operating such a system in other wastewater applications elsewhere and the rapidly escalating costs of energy during the 1970's (the re-calcining process is very energy-intensive) soon made this concept unattractive. Therefore since start-up of the lime tertiary treatment system, the City has been stockpiling the lime sludge in lagoons at the sewage treatment plant site - a solution that is adequate for the short term but must be resolved over the long term. The City has been undertaking studies on the best method to deal with this sludge. The most recent study is expected to be completed by the end of 1983.

In a study (Sub-Project 1.1.1.2) funded under Program 1.1 of the Qu'Appelle Agreement, the impact of the Regina tertiary treatment system on the Qu'Appelle Valley watercourses was assessed. It was determined that there has been a 68 percent reduction in the total phosphorus loading on Wascana Creek due to the installation of the tertiary treatment plant. There were also substantial reductions in volatile suspended solids, organic carbon, biochemical oxygen demand and chlorophyll. In addition, a five-fold reduction in coliform organism concentrations has been effected. Nevertheless, the total phosphorus concentrations at the mouth of Wascana Creek and in the Qu'Appelle River downstream of the confluence are still averaging 1.20 mg/L and 0.86 mg/L respectively. These concentrations will do little to reduce the eutrophic state of the river. The study also expressed a concern regarding the need for nitrogen reductions in Regina's treated effluent as well as phosphorus.

Moose Jaw:

Interest had been expressed by certain farmers near Moose Jaw and by the City of Moose Jaw in the concept of effluent irrigation since the early 1970's. The Baildon Water Users Association was formed to promote the interests of the farmers in this endeavor.

Research studies were funded under the Qu'Appelle Agreement in 1975-76 to assess the ability of the soil in the Baildon Water Users' area to accept effluent irrigation and what crops might best be grown. Considerable discussions and negotiations followed between the farmers, the City, Sask. Environment and the Qu'Appelle Board. An engineering feasibility study was conducted from 1978 to 1980 that compared concepts and costs for effluent irrigation and physical/chemical treatment.

In August of 1981, ten year renewable agreements were signed between the landowners and the Baildon Water Users Association and between that Association and the City of Moose Jaw. In general the terms of reference for these agreements stated that:

- The City of Moose Jaw would purchase the equipment for and construct, operate and maintain the necessary pumping and piping system to deliver treated effluent to the users.
- The City of Moose Jaw would purchase the necessary irrigation equipment.
- The users and their Association would be responsible for allocating the effluent to designated lands; would operate the irrigation equipment; and would pay the operating costs for such equipment.

Construction commenced in 1981 and the first stage of work involving 9 centre pivot and one gated pipe irrigation systems was completed in 1982. Installation of a winter storage reservoir to hold effluent during the non-irrigation season will be partially completed during fiscal year 83-84.

Once the system is fully operational, it will have the net effect of removing from the Qu'Appelle system the nutrient (both nitrogen as well as phosphorus) inputs due to the discharge of Moose Jaw sewage. According to the 1972 Report of the Qu'Appelle Basin Study Board, this amounts to about 12 percent of the nitrogen and phosphorus loadings on the Qu'Appelle River system.

Smaller Communities:

The Qu'Appelle Agreement also provided 50 percent funding for nutrient removal facilities for the following small communities and resort villages:

Fort Qu'Appelle	Physical/Chemical Treatment Plant
Pasqua Beach	Liquid Waste Holding Facility
Regina Beach	Lagoon and Spray Irrigation System
Katepwa Lake	Liquid Waste Holding Facility

The completion of these facilities by the end of the Agreement will result in the elimination of the great majority of the 9 pounds of total phosphorus loading per day that is entering the river due to point source sewage discharges from small Valley communities.

Achievement of Program Objectives and Contribution to Total Program:

In general, this program has been successful. The original budget for this program was adhered to and capital works at the two major urban centres and four smaller communities have been built to reduce nutrient loadings on the river. There have been significant phosphorus reductions in the waters of Wascana Creek and the Qu'Appelle River downstream of the confluence with Wascana Creek. Public perceptions of water quality in the valley indicate that, for the most part, the deteriorating trend in water quality has been arrested. In fact, observers report that the visual quality of Wascana Creek has improved markedly. However while the deteriorating trend in the Qu'Appelle has been arrested, it has not been reversed. There are still major algae blooms and weed growths during the summer months.

There is still a considerable nutrient loading on the river from both point and non-point sources in the Valley. This loading, in combination with the nutrients already stored in the sediments and vegetation of the aquatic ecosystem, is sufficient to keep the river and lakes in a eutrophic state at least for the foreseeable future. The Profile prepared for Project 1.1.1 (Water Quality Monitoring and Research) offers additional comments in this regard. The importance of this issue with respect to the recreational and tourism planning in Sector II can not be understated.

There is continuing need for vigilance on point source nutrient inputs from municipal waste treatment systems and the implementation of proven state-of-the-art nutrient removal technology as it is developed on a valley-wide basis.

The City of Regina has two residual concerns regarding nutrient removal from their sewage:

- The lime/alum sludge accumulations must be dealt with over the long term.
- Initially the City complied with a request for phosphorus removal by installing a lime treatment system - a process that removes phosphorus but does little to reduce nitrogen compounds. If the City is now requested by the Province to remove nitrogen, the City hopes that substantial support from senior governments will be available despite the expiration of the Qu'Appelle Agreement.

The effluent irrigation system installed at the City of Moose Jaw has the advantage that it eliminates both nitrogen and phosphorus discharges to the river system. It is not likely that such a system of nutrient removal would have been installed had it not been for the Qu'Appelle Agreement and the motivation and interest of the farmers, the City and the two senior governments participating in the Qu'Appelle Agreement.

QU'APPELLE AGREEMENT PROGRAM 1.3 PROFILE

Sector:

Sector 1: Environmental Improvement & Management

Program:

Program 1.3 - Flood Prone Land Purchase

Objectives:

1. To alleviate the financial loss and hardship experienced by farm operators in the Qu'Appelle whose farm units are located in the flood prone areas.
2. To make available certain areas of land for a range of public uses (related to Program 2.6 - Alternate Land Use).

Indicators:

1. Area purchased versus total area prone to flooding.
2. Residual interest of farmers to selling their land.
3. Perspectives of those who participated in the program

Key Issues:

1. Linkage between this Program and Program 2.6 - Alternate Land Use.
2. Use as a model for application to other river valleys.
3. Do the participants in the program think they were fairly treated?

Resources:

Funds in Original Agreement for this Program - $4,000,000

Profile of Funds Requested, Appropriated and Spent (in $1,000):

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Cumulative Actual
74-75	$ 250	$ 250	$ 188.5	$ 188.5
75-76	$2,000	$ 1,250	$ 403.0	$ 591.5
76-77	$1,500	$ 1,000	$ 311.0	$ 902.5
77-78	$ 500	$ 250	$ 79.8	$ 982.4
78-79	$ 250	$ 100	$ 214.2	$1,196.5
79-80	$ 150	$ 60	$ 75.0	$1,271.5
80-81	$ 100	$ 100	$ 101.3	$1,372.8
81-82	- - - - - - - - Program Terminated - - - - - - - -			

Activities:

Fiscal Year	Total No. of Transactions	No. of Lease-Backs	No. Transf'd to DTRR	No. Posted	Total Acres	Avg Cost Per Acre	Total Price
74-75	4	3	-	1	956	$ 191	$182,800
75-76	11	7	1	3	3,267	117	383,400
76-77*	15	9	-	4	2,741	107	294,600
77-78	5	4	1	-	826	110	90,900
78-79	3	3	-	-	1,336	156	208,700
79-80	3	2	-	1	608	114	69,200
80-81	2	1	-	1	469	216	101,300
81-82	- - - - - - - - - - - - Program Terminated - - - - - -						
Administrative Expenses Accumulated from 1974 to 1981							41,900
Totals	43	29	2	10	10,203	$ 135	$1,372,800

* Two Properties left as vacant this year.

Background:

A series of wet years (higher than average snow accumulations and rainfall) occurred in the Qu'Appelle Valley in the late 1960's. These occurences caused hardship to those farmers whose productive lands were subject to flooding. These events, aggravated by residual concerns in some people's minds that the Diefenbaker Lake project had contributed to flooding in the Valley, prompted demands by the agricultural community for some form of compensation by the government.

Not anxious to set a precedent, the government waited for the completion of the 1972 Qu'Appelle Basin Study Report. Recommendation No. 44 in that report stated that:

> ".. a land adjustment program be developed and implemented to reduce... the financial loss and hardship experienced by farm operators whose units are located in serious flood hazard areas. The program should include such alternatives as the purchase by the Crown of all or parts of certain farm units, exchange of parcels of land between farm units, and conversion to alternative uses which are less susceptible to flood damage."

Accordingly, a voluntary flood prone land purchase scheme was developed and implemented as part of the Sector I programs in the Qu'Appelle Agreement.

In the development of the work programs for implementation of the Qu'Appelle Agreement, Program 1.3 was related to Program 2.6 - Alternate Land Use. This latter program derived from Recommendation No. 28 of the 1977 Qu'Appelle Basin Study report which stated:

> "... that the Crown acquire control of certain areas of land in the Qu'Appelle Valley and its tributaries to be used for public parks, natural areas, wildlife management and fish spawning."

A number of such areas were designated in the 1972 Basin Study. During the implementation of the Agreement, lands voluntarily offered for sale under Program 1.3 in these areas were transferred to the Department of Tourism and Renewable Resources for use under Program 2.6.

Program Delivery:

The Lands Branch of the Saskatchewan Department of Agriculture was responsible for the execution of this voluntary land purchase program. Initially, the Hydrology Branch of Saskatchewan Environment in discussion with representatives from Sask. Agriculture prepared maps of the Valley bottom showing the contours of the 1 in 10 year 60 day flood. Lands were divided into 40 acre blocks and superimposed on this map to identify which lands would be eligible for purchase under this program. Having established this, a series of meetings were held between the Qu'Appelle Implementation Branch of Sask. Environment and the

Conservation and Development area authorities in the Qu'Appelle Valley. Following these meetings, letters were sent to the various eligible landowners advising them of the program and how it would operate.

Analysis:

Interested farmers submitted their applications to the Qu'Appelle Implementation office who in turn passed them to Sask. Agriculture's Lands Branch. The Lands Branch then entered into negotiations with the individual landowner and, if agreement were reached, the Lands Branch handled conveyance of the title - the cost for which was usually borne by the Province.

The policy developed for implementing Program 1.3 included the following:

1. The area to be considered for purchase was designated by the Department of the Environment based on a 1 in 10 year frequency and 60 day duration of flooding.
2. Land was purchased on the basis of the appraised market value for the current use. However, in no case was that value to exceed the productive value as established by the Saskatchewan Department of Agriculture. Comparable recent market sales, assessed values and soil types were utilized in determining the appraised market value. The purchase for designated flood prone lands was adjusted upwards to reflect the price for comparable land not subject to flooding.
3. The purchase program was sufficiently flexible in order to purchase parts of farm units beyond the designated flood prone area or the whole farming unit.
4. The future use and disposition of the lands was subject to the approval of the Qu'Appelle Implementation Board.
5. Improvements and buildings were evaluated on the basis of current prices for construction less depreciation.
6. Where legal surveys were required to establish boundaries for purchase of less than 40 acre areas, the costs would be shared on a 50 - 50 basis between the seller and the province.

The owner of the land, or a member of the immediate family who may be designated by the owner, was given the first option to lease the land after it was purchased. Alternately other farmers would be given a chance to lease the lands; however they had to demonstrate that they had an economically viable operation independent of the leased land.

The conditions of the lease included:

1. The term of the lease was to age 65 where the designated long term use was agriculture. Where the designated use was other than agriculture, the term of the lease was five years and was automatically renewed for an additional five years unless notice was served in the fourth year.

2. The annual lease fee was five and one half per cent (5.5%) of the purchase price for the land, with this fee being adjusted downwards to reflect the past frequency of flooding:

   Annual Lease Fee = Purchase Price x Flood Frequency x 5.5%

   The fee was payable each year that the land was in production or capable of production. Allowance was made after a flood in order to get the land back in production.

3. The lessee had first option of renewal, providing compliance with all requirements of the lease.

4. The amount of land leased to any owner was such that the total operation does not exceed 500 work units as defined by the Lands Branch Allocation policy.

5. The lessee must pay all taxes.

6. If the land was required for public purposes, the lease was subject to cancellation with a two year advance notice and without compensation.

7. No improvements, construction, clearing, breaking or changes in land use were permitted without the authorization of the lands Branch of the Department of Agriculture.

8. The province reserved the right to construct works on the land or to flood the lands by controlled releases.

9. The lessee agreed to comply with provincial wildlife management practices.

10. The province would not be responsible for damage claims resulting from flooding of any land that had been purchased under the program.

11. The Department of Agriculture reserved the right to determine the type of crop to be grown and the practices to be followed.

A figure of $4,000,000 had been included in the Qu'Appelle Agreement for Program 1.3. This figure was a best "guesstimate" at the time based upon the area of land that it was thought might be offered for sale under the Program. Less than half of this amount, $1,372,800 was spent which involved 43 transactions for a total of 10,200 acres. In 24 instances, the land was leased back to the original owner or to an immediate family member. Title to two properties was transferred to the Department of Tourism and Renewable Resources for use in Program 2.6 of Sector II. Most of the land purchases were made in that part of the valley extending from Craven to the Manitoba border. A few were made in the reach between Lumsden and Craven.

The program was terminated in fiscal year 81-82 primarily due to lack of interest by farmers. It was a voluntary program and as one would expect, the level of interest was inversely related to the length of time since the last serious flooding occurrences. Spring flooding conditions in the valley during the latter part of the 70's were less than in the early 70's. Consequently there was less interest expressed in the program after fiscal 76-77. Interest continued to wane until 80-81 when only two properties were purchased. At that point, the program was terminated.

Some of the benefits of the program were:

1. It provided the land owner of seriously flood prone agricultural lands with cash to put toward the purchase of other farmland. This allowed him to expand his land base and his production.

2. Alternately it provided the land owner with cash he could use to pay off a mortgage or otherwise reduce his debt load.

3. Alternately it provided a retiring farmer with a means of selling flood prone lands at a price that he would not normally have received had he wanted to sell prior to retirement.

Some of the concerns expressed by farmers who participated in the program were:

1. Some thought that the price received for their land was low compared to equivalent land not located in a flood prone area. In the 70's, Canada began selling large quantities of grain on the international market. Supply and demand relationships placed an upward pressure on the unit price of grain and also on the price of good farmland. Some participants in the program thought that the prices being offered for their land were lagging behind the then current price of the equivalent farmland elsewhere.

2. While the lease-back conditions of the agreement between the original land owner and Sask. Agriculture seemed generous, some farmers expressed concern that there was little incentive for the lessee to invest capital to improve into the leased land. Consequently, there may be a long-term deterioration in the value and/or productivity of the leased land.

3. A concern was expressed regarding the voluntary nature of the program. There are farmers who did not participate in the program. Had they been forced to participate by expropriation or by some other means, the problem of flooding of agricultural lands in the valley would have been eliminated.

4. Some farmers wondered if any net benefit has been achieved by this program. Many of the farmers who are leasing lands that were purchased under the program are still relying heavily on Valley bottom lands for income. A series of wet years might cause these farmers financial hardship and it is conceivable that they would be requesting government assistance to alleviate their plight. (To avoid this, some form of flood insurance could have been implemented in conjunction with the leasing program as an interin measure until the conveyance program was completed).

Achievement of Program Objectives and Contribution to Total Agreement:

With regard to the primary objective of this Program - "to eliminate the financial loss and hardship experienced by farm operators in the Qu'Appelle whose farm units are located in flood prone areas" - the program is judged a qualified success. Several farm purchases were made and during the latter years of the Qu'Appelle Agreement, interest in the program dwindled to nothing. However as the program was of a voluntary nature, not all seriously flood prone lands were purchased and several farmers still own and operate farm units on this land. Given a succession of wet years once again, they are at financial risk if the productivity of their land is affected by flooding during those years.

Accordingly there may be a future need to institute some form of similar program again. Interest in selling flood-prone lands under such a voluntary program will be inversely proportional to the length of time that has elapsed since the most recent major flood event.

With regard to the secondary objective of this program - "to make available certain areas of land for a range of public uses" - title to 2 properties were transferred to the Department of Tourism and Renewable Resources for use under Program 2.6. A total of about 700 acres was involved in these transactions.

It is of interest to note that Sask. Agriculture used the flood prone land purchase program developed and applied for the Qu'Appelle Valley as a model for a similar program they have more recently applied in the Souris River Valley.

SECTOR II: TOURISM AND RECREATION DEVELOPMENT

Program 2.1 Tourism and Recreation Planning

Objectives: Produce an integrated plan which includes identifying specific activities for future years and provides the basis for the orderly timing of development.

Indicators of Program Success

1. Enhanced tourism planning expertise in Saskatchewan.
2. More effective and better coordinated implementation of Qu'Appelle and related government initiatives.
3. Identification of opportunities which have since been realized.
4. Better informed private sector concerning tourism potential of the Qu'Appelle Valley.

Key Issues in Program Evaluation

1. Quality: did the studies achieve a standard that made them useful to government and private decision makers?
2. False expectations: were the plans' recommendations consistent with the spirit of the Agreement? Did they fall short of or exceed earlier expectations? Were the plans and strategies recommended in the documents realistic and achievable?
3. Did the plans provide a framework for integrated development and coordination between the programs?
4. Planning delay: did the Concept Plan take too long to complete?
5. Follow-up: Was the follow-up planning work recommended in the documents (eg., detailed design work) actually completed? Did general planning work stimulate the development of program-specific working plans? Were the plans kept up-to-date?
6. Implementation: Were the plans, programs, and projects recommended in the documents actually implemented? If so, how long did implementation take?
7. Did the public have any effective input into the plan?

Resources

Planned Funding under the Agreement:	$1,000,000
Total Expenditures at March, 1983 :	982,500
Total Expenditures (Actual and Proposed) to March, 1984:	1,082,500

Total Expenditures[1]
($'000s)

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Actual Cummulative
1974/75	150	0	0	0
1975/76	181.9	108	0	0
1976/77	491	491	268.8	268.8
1977/78	450	400	197.4	466.2
1978/79	330	234.5	289.6	755.8
1979/80	309.3	157.8	155.3	911.1
1980/81	0	0	71.4	982.5
1981/82	0	0	0	982.5
1982/83	0	0	50	1032.5
1983/84	50	50	(50)	1082.5

1. excludes the Qu'Appelle Valley Parkway Study which was funded under the Canada/Saskatchewan Planning Agreement
2. unaudited

() projected for 1983/84

Total Expenditures by Project
($'000s)

	Requested by Board	Approved by Treasury Board	Actual	Actual Cummulative
I Wildlife Management Investigations				
1974/75	150	0	0	0
1975/76	73.5	50	n.a.	n.a.
1976/77	44	44	n.a.	136
1977to1983	0	0	0	136
1983/84	0	0	0	136
II Fish Management Investigations				
1974/75	n.a.	0	0	0
1975/76	108.38	58	n.a.	n.a.
1976/77	47	47	n.a.	125
1977to1983	0	0	0	125
1983/84	0	0	0	125
III Recreation and Tourism Plan[1]				
1975/76	n.a.	0	0	0
1976/77	400	400	150.7	150.7
1977/78	450	400	197.4	348.2
1978/79	330	234.54	289.6	637.7
1979/80	309.3	157.83	12.4	650.1
1980/81	n.a.	n.a.	71.4	721.5
1981/82	n.a.	0	0	721.5
1982/83	0	0	0	721.5
1983/84	0	0	0	721.5

	Requested by Board	Approved by Treasury Board	Actual	Actual Cummulative
IV Miscellaneous Studies				
1981/82	0	0	0	0
1982/83	0	0	0	0
1983/84	50	50	(50)	50

() assumed
1. excludes parkway study

Note: Project figures may not add to program totals because of data gaps, especially in the early years.

Activities

	Project and Sub-Project Name and Purpose	Duration	Expenditures ($000s)
2.1.1	Wildlife Investigations a) 21 Management area reports b) surveys -deer wintering -waterfowl -non-game wildlife	1974-77	136
2.1.2	Fish Management Investigations a) sport fishery proposal b) surveys -fish population -creel census c) identification of critical spawning areas	1975-77	125
2.1.3	Recreation & Tourism Planning	1976-81	721.5
	a) Concept Plan	1976-78	
	b) Qu'Appelle Valley Impact Review	1980	
	c) Master Plans -Last Mountain Lake -Crooked Lake to Manitoba border -Fishing Lakes -Valeport/Regina Beach	1980-81	

Background

The Agreement states that the "major economic and social benefits of environmental management in the Qu'Appelle Valley [would] be achieved through the development of the area as a major recreation base for nearby urban residents and for tourists alike." Complementing this view of tourism as an economic development tool, was a concern over the haphazard development of recreation sites and, particularly, cottages. This concern was expressed in a number of recommendations of the 1972 Qu'Appelle Basin Study. While considerable background and inventory work had been undertaken on the area (cf. W.M Baker, Tourist and Outdoor Recreation Patterns and Prospects), it did not provide an adequate base on which specific program and funding decisions could be made.

The authors of the Agreement acknowledged that the types of programs and their respective funding levels could only be stated in broad conceptual terms at the time and identified the need for detailed planning in order to:

- identify specific activities for future years and specific R&T development opportunities; and,
- provide an integrated plan which would guide the activities of all Sector 2 programs and ensure coordinated and orderly development of the Valley's R&T potential.

The plan was to act as a working document for Sector 2 activities under the Agreement.

Program Delivery

Throughout the Agreement, until 1983/84, this program was administered by the Planning branch (under various names) of DPRR (previously DTRR). The Fish and Wildlife branch was responsible for management plans and was therefore involved in program delivery in the earlier years of the Agreement.

Federal/provincial cost-sharing for Program 2.1 was 60/40.

Analysis

The purpose of this program was to provide a working document which would guide activities under Sector 2 of the Agreement. The program consisted of three projects. The first two -- Fish and Wildlife Investigations -- were active from 1974-77 and accounted for about 25% of all expenditures. Activities under these projects consisted of resource inventory work, such as wildlife and fish surveys and identification of important fish and wildlife habitats. This information was used as a basis for management area reports which in turn served as a base for specific project developments in the later years of the Agreement.

Activities under the third project -- Recreation and Tourism Planning -- were initiated in 1976. Program participants identified the chronology of this planning work as follows:

- Summer, 1975: consultant's study of the Qu'Appelle Valley Parkway completed
- February, 1976: Terms of Reference established
- April to mid summer, 1976: planning staff hired
- October, 1977: approach to planning work developed. A three-stage program was outlined (and subsequently approved by the Qu'Appelle Valley Management Board) as follows:

Stage 1) Conceptual Planning;
Stage 2) Master Plan Development;
Stage 3) Detailed Design and Implementation.

- September, 1978: final draft of Concept Plan
- Fall, 1978: public involvement program and hearings. The public involvement program for recreation and tourism was coordinated through the Implementation Directorate. The public involvement coordinator dealt with all logistics and necessary arrangements although he did receive the assistance of DTRR staff, particularly in the provision of technical information and advice.
- February, 1980: Qu'Appelle Valley Impact Review (Final Report) submitted by a private consultant to DTRR (Planning Branch). The report undertook a preliminary assessment of the relative economic benefits and cost effectiveness of each of 54 proposals considered in the Concept Plan. The report emphasized the relatively limited tourist market and its impact on the viability of various projects.
- 1980/81: four Master Plans completed (three by private consultants and one by DTRR staff).

The Qu'Appelle Valley Parkway Study was completed under the Canada/Saskatchewan Planning Agreement, but it needs to be discussed in this profile because of its importance to the overall planning process.

The major purpose of the Parkway Study was to prepare a finalized parkway master plan with land-use plans and programs for each major feature. The parkway, once it was constructed, was to play a pivotal role in the planning and priorizing of tourism and recreation facilities in the Valley. The report was completed in early 1975, and was reviewed in detail by provincial and federal officials. The province decided not to proceed with the construction of the parkway. The major reason was its high construction cost, but other factors were environmental concerns and the potential for local opposition to the construction of a major highway through the Qu'Appelle Valley. Regardless of the reasons, the negative decision meant that a major cornerstone, as envisioned by the early planners of the Agreement, would not be in place.

The Concept Plan provided general concepts for development and identified potential projects in each of six sectors of the Valley. Consistent with a conceptual approach, little work was done on priorizing projects -- although proposals were distinguished between short-term and long-term -- and no effort was made to establish costs or financial viability, or undertake market and demand analyses. This was envisioned in the second (Master Plan) stage of the planning exercise. In developing the Concept Plan, program participants had consultations with representatives from Fish & Wildlife, Culture & Youth, Indian bands, and with Bill Baker (who had completed a study of recreation and tourism in the Qu'Appelle Valley in the 1960s).

One program participant added that although some interest groups had been contacted during the development of the Plan, extensive public involvement followed its publication. While the public's suggestions and conclusions were summarized in a separate report, published by the Public Advisory Council, the Concept Plan was never revised to formally incorporate this information. One program participant expressed the view that the public generally confirmed the recommendations and direction suggested in the Plan. Specifically, he felt the public perceived the recreation and tourism market as being primarily local, attracting day and weekend visitors from Regina, Moose Jaw and surrounding areas.

Following a hiatus in planning activities, during which time the Public Involvement Report was submitted and some activities which were consistent with the recommendations of the Concept Plan were initiated under other programs of the Agreement, Master Plans for four destination areas were contracted to private consultants. As noted in the list of activities above, these covered the Last Mountain Lake, Crooked Lake to the Manitoba Border, Fishing Lakes and Regina Beach-Valeport areas.

The above chronology suggests that the planning exercise loosely followed the approach outlined in 1977; that is, detailed planning in the form of Master Plans did follow the more general Concept Plan. However, only four plans were completed two years after the publication of the Concept Plan. Stage 3 -- Implementation -- was undertaken in two parts; projects based directly on the Concept Plan (rather than the Master Plans as originally envisioned in the planning approach) were initiated from 1979. Examples include development of hiking trails at Echo Valley (Program 2.2.1), Nicolle Flats Interpretive Centre (Programs 2.2.1 and 2.3), expansion of recreation facilities at Buffalo Pound Lake (Program 2.3), development of services and accommodation at Round Lake (land assembly under Program 2.6 and financial support for construction of a motel in Esterhazy under Program 2.5). In 1983/84, work on the Regina Beach-Valeport corridor, one of the Master Plans, began, constituting the second part of implementation.

Interviews with program participants revealed a number of factors which may have affected the implementation of this program and perceptions as to the effectiveness and value of the planning exercise. The most fundamental concern expressed was the role of expectations. The very limited amount of planning which preceded the Sector 2 component of the Agreement failed to crystallize a view of recreation and tourism development which was common to or acknowledged by the participants of Sector 2 activities. This diversity of perceptions has a number of aspects. First, program managers expressed the view that there were differences of opinion over what "recreation and tourism" meant. To some it was perceived as recreation-dominated, implying a strategy which concentrated on park development and enhancement of camping facilities. At the same time, some interviews revealed concern that highly visible tourist attractions should receive considerable weight.

Private sector investment was to be a major factor in the Valley's tourism development, but there was no provincial delivery mechanism in place for providing provincial financial assistance to major private sector tourism developments. This was a problem throughout the Agreement, as the federal program (program 2.5) remained the only vehicle.

Expectations differed as to the type and size of market which could be exploited. Concern was expressed that the Agreement envisioned the attraction of out-of-province visitors and Trans Canada travellers. The Concept Plan, however, reveals a more modest market, given the recreation and tourism resource base of the Valley.

Program participants expressed the view that federal and senior provincial officials differed in their perceptions of the value of tourism. At the time of the Agreement, the province viewed tourism essentially as recreation and, indeed, one respondent noted that the Qu'Appelle recreation and tourism development initiative was the first time provincial authorities had dealt with tourism as an industry. Their federal counterparts, however, looked at the encouragement of recreation and tourism as an economic development tool with significant spinoffs for the commercial sector.

Program participants also expressed concern that, because senior provincial officials did not perceive tourism as an industry which had economic merit in terms of job creation, income generation, and diversification of a community's economic base, there was a lack of commitment and political will to ensure rapid implementation of Sector 2 activities. Discussions identified three factors which exacerbated this situation. First, the view was expressed that the administrative structure, which delegated ultimate responsibility for the Agreement -- including recreation and tourism development -- to the provincial Department of Environment while DTRR undertook most of the implementation for Sector 2, undermined the latter's authority. Second, program participants suggested that DTRR experienced various internal changes, reorganizations and shifts in policy directions during the course of the Agreement. Finally, financial arrangements under the Agreement provided for cost-sharing of capital costs only. Interviews with government officials indicated some concern that the province would be responsible for potentially high ongoing costs for operation and maintenance of recreation and tourism attractions developed under the Agreement.[1]

As noted earlier, several respondents indicated that the Parkway Study had been a central element in the original concepts for development of recreation and tourism in the

Valley. Its dismissal meant a new basis for Sector 2 activities had to be developed which would be acceptable to 11 parties involved. Program managers held the view that this, combined with the effects of departmental problems and differences in expectations, hindered the planning exercise. Some program participants expressed concern that much effort was spent trying to adjust the planning program to fit expectations or, more fundamentally, trying to change preconceptions. The various administrative levels through which planning work passed (e.g., the Planning Committee, Implementation Directorate and ultimately the Qu'Appelle Valley Mangagement Board, each with representatives of a variety of agencies) exacerbated this problem; however, the disolution of the Planning Committee in March, 1978, helped to streamline the system to some degree.

Arising out of the problems of expectations and organizational changes was a theme common to most of the interviews with program participants. Most respondents felt the planning exercise lacked direction and operated in an atmosphere where priorities were not clearly defined. One member of the planning team expressed the view that the team felt isolated.

In addition, program participants were concerned over the staffing of the planning team. All members of the team were term employees with little short-term and no long-term job security. This caused staff turnover, reduced commitment to the project, and harmed the continuity of the planning exercise. Just prior to the completion of the Concept Plan, for example, two of the four members of the planning team took up positions in other government departments. Interviews with government officials did, however, suggest that certain valuable skills had been developed over the course of the planning exercise. It was noted that the Qu'Appelle Agreement was the first attempt to undertake long-term tourism planning in Saskatchewan and that the planning exercise had considerable informational and educational value. The view was expressed that important lessons had been learned with respect to the implementation and delivery of recreation and tourism programs and that important planning skills and expertise were acquired which some members of the team felt had already been useful in other situations.

The planning process designed and implemented from 1975 to 1979 was based on the premise that after the Concept Plan was developed, Sector II would be amended in order to add considerably to the funds available for tourism and recreation program delivery. In fact, expenditures under Sector II were well below the planned funding and the need for an amendment was never addressed. As a consequence, the large planning effort -- with expenditures of over one million dollars -- was out of line with the implementation of recreation and tourism projects under Sector II which involved total expenditures of about six million dollars. As one respondent noted, this is a lot of planning dollars for such a small amount of project implementation.

Community views concerning the specifics of the Concept Plan are not discussed here, but it can be noted that reaction of community respondents to the success of the planning exercise were mixed. While some respondents felt that the Concept Plan had been implemented to some extent, others expressed concern that there was a serious failure to follow through on any of its recommendations.

Respondents expressed different views regarding the quality and content of the Concept Plan. Some were disappointed while others expressed agreement with its basic thrust.

Based on our reading of the document, the Evaluation Team's view is that it is a reasonably good conceptual planning document and that its modest approach is defensible. We agree, however, that the document took too long to complete and that its modest recommendations and realistic picture of the Valley's tourism potential fell far short of the very high expectations held by many at the time the Agreement was signed. By the time the Public Involvement process was completed, planning momentum had been lost and many senior managers had become disenchanted with the tourism planning process.

The Evaluation Team was not able to review in detail all of the other studies completed under program 2.1. Comments from respondents suggested that many studies were well received and some were subsequently implemented. However, for the reasons described earlier, many of these planning studies were not able to make their intended contributions to the long-term planning process.

Achievement of Program Objectives and Contribution to the Total Agreement

Program effectiveness can best be discussed in terms of the socioeconomic indicators listed at the outset of this program profile.

Indicators	**Program Achievements**
1. Enhanced tourism planning expertise in Saskatchewan.	Interviews indicated planning skills were enhanced and various lessons concerning the implementation and delivery of recreation and tourism programs were learned.
2. More effective and better implementation of Qu'Appelle and related government initiatives.	No formal framework for coordination of activities under different programs was developed. While the planning work motivated coordination for certain specific activities (e.g., Nicolle Interpretive Centre, Regina Beach-Valeport development), it did not provide for overall coordination for

Indicators	Program Achievements
	recreation and tourism development, as envisioned in the Agreement.
3. Identification of opportunities which have since been realized.	Regina Beach-Valeport Corridor is currently being developed as a recreational area, as outlined in the Master Plan. Recommendations in the Concept Plan did not generally consist of specific opportunities or developments. Of the specific projects which were identified, the following have been developed: fish culture station at Fort Qu'Appelle, Nicolle Flats Interpretive Centre, recreation facilities at Buffalo Pound Lake, preparatory land assembly work for recreational development at Bird Point, trails at Echo Valley, and waterfowl management at Skinner's Flats. Specific opportunities which were identified but not developed include: Fort San (convention centre and group accommodation), Hudson's Bay Company Store, Long John Buffalo Kill Site, marina and paddlewheeler cruises on Last Mountain Lake, Indian Culture Centre in the Fort Qu'Appelle area, and tourist information centres on main highways. In general, some of the identified opportunities were realized, but the results fell short of expectations.
4. Better informed private sector concerning tourism potential of the Qu'Appelle Valley.	Interviews with community respondents indicated that the Agreement had resulted in an increased awareness of recreation and tourism development in the area; however, commercial operators generally did not consider the recommendations of the Plans in their own development ventures. One exception to this is the Regina Beach-Valeport Corridor.

The purpose of Program 2.1 was to produce an integrated plan which identified specific activities for future years and would provide the basis for the orderly timing of development. The Evaluation Team concluded that the fish and wildlife investigations provided a working document for implementation of Program 2.2.1, Fish and Wildlife Developments.

The third part of Program 2.1 -- the Recreation and Tourism Plan -- was to provide a base for implementation of all activities under Section 2 programs. As noted in the following program profiles, activities were sometimes delayed until the publication of such a document. Interviews with program participants, however, indicated that the planning exercise was beset by a number of problems. The most important of these was the diverse set of expectations and varying levels of commitment to recreation and tourism development, both of which hindered the crystallization of priorities. While the three-stage strategy for planning, as outlined in October, 1977, may have been used to some degree and did specify activities and their timing, this integrated approach was not fully implemented. This resulted in some of the recommendations of the Concept Plan being implemented on an ad hoc basis.

To summarize, our analysis suggests that the third part of Program 2.1 funded a number of useful studies and other investigations and that the Concept Plan served as a useful guide for establishing general development directions. The Evaluation Team concluded, however, that the Plan and subsequent planning initiatives did not provide an adequate framework for the overall coordination of activities under the various Sector 2 programs. This situation limited to some degree the program's contribution to the achievement of the Agreement's overall objectives.

It should be noted that the Qu'Appelle Agreement was the first attempt at long-term planning for the tourism industry in Saskatchewan and the exercise did yield important indirect benefits. These include:

- preparation of an inventory in the Valley for future recreation and tourism planning;
- lessons concerning the implementation and delivery of recreation and tourism programs; and
- enhancement of planning skills and expertise.

In many respect, then, many of the benefits from Program 2.1 may occur in the future. More specifically, the experience gained and lessons learned may be very helpful in the preparation of a province-wide tourism strategy, a process which was started in the Spring of 1983.

FOOTNOTE

1. One respondent pointed out, as evidence of this attitude, the failure to develop the Hudson's Bay Company Store, a tourism reception centre, and Fort San, and that projects which were undertaken were dominated by those which involved incremental improvements of recreation sites or fish and wildlife ventures which required little maintenance.

Program 2.2 Historic/Recreation Corridor Development

Objectives: Develop, preserve, and provide access to the historical, recreational, cultural and scenic resources of the Valley.

Indicators of Program Success

1. Identification, planning and development of attractions which are now in use.
2. Growth in recreation use; number of tourists; tourism expenditures; duration of stay.
3. Better distribution of R&T activity, by season and location.
4. Employment from construction and operations.
5. Spin-off benefits to other R&T facilities.

Key Issues in Program Evaluation

1. Expectations: were the resource base and planned developments adequate to form a tourist base, as envisioned by the Agreement?
2. Private Sector Investment: did projects directly or indirectly stimulate private sector investment?
3. Coordination with other programs under the Agreement (eg. Programs 2.3 and 2.7)
4. Incrementality: would attractions have been developed without assistance under the Agreement?
5. Utilization of underemployed resources: did the developments involve the employment of unemployed or underemployed resources (e.g., labour, equipment)?
6. Implementation: once identified, were attractions quickly developed?

Resources:

Planned Funding under the Agreement:	$2,000,000
Total Expenditures to March, 1983:	$2,435,200
Total Expenditures (Actual and Proposed) to March, 1984:	$2,708,900

Total Expenditures
($'000s)

	Requested by Board	Approved by Treasury Board	Actual	Actual Cummulative
1974/75	270.0	207.4	18.3	18.3
1975/76	218.8[2]	27.0	22.8	41.1
1976/77	180.9	180.8	233.5	274.6
1977/78	190.	73.0	54.0	328.6
1978/79	146.8	180.1	238.3	566.9
1979/80	287.8	186.1	182.0	748.9
1980/81	364.8	312.8	315.2	1064.1
1981/82	288.3	514.8	410.5	1474.5
1982/83	652.7	782.9	810.6[1]	2285.1
1983/84	550	423.8	(423.8)	2708.9

Total Expenditures by Project
($'000s)

2.2.1 Historic Resources and Nature Interpretation

	Requested by Board	Approved by Treasury Board	Actual	Actual Cummulative
1974/75	270.0	207.4	18.3	18.3
1975/76	218.8[2]	27.0	22.8	41.1
1976/77	180.9	180.8	233.5	274.6
1977/78	190.0	73.0	54.0	328.6
1978/79	62.9	93.8	145.8	474.4
1979/80	107.0	0	0	474.4
1980/81	145.0	95.0	74.9	549.3
1981/82	40.0	265.0	160.6	709.9
1982/83	407.4[3]	527.8	527.7[1]	1237.6
1983/84	330.0	423.8	(423.8)	1661.4

2.2.2 Fisheries and Wildlife Developments

	Requested by Board	Approved by Treasury Board	Actual	Actual Cummulative
1974/75	0	0	0	0
1975/76	0	0	0	0
1976/77	0	0	0	0
1977/78	0	0	0	0
1978/79	84.0	86.3	92.5	92.5
1979/80	180.8	186.1	182.0	274.5
1980/81	219.8	217.8	240.4	514.8
1981/82	248.3	249.8	249.8	764.5
1982/83	245.3	255.1[1]	282.9[1]	1047.4
1983/84	220.0	0	(0)	1047.4

() projected for 1983/84

[1] unaudited

[2] $85,300 included in DTRR budget: additional $133,500 required

[3] $106,600 from the local gov't; total proposed = $514,000

Activities

Project and Sub-project Name and Purpose	Duration	Expenditures ($000s)
2.2.1 Historic Resources and Nature Interpretation		
a) archeological survey	1974-77	n.a.
b) four historic interpretation shelters: Moose Bay Burial Grounds; Hamona Colony; Round Lake Mission; North West Mounted Police Post	1974-77	n.a.
c) four historic plaques: Nis'ku interpretive site at Eyebrow Lake	1974-77	n.a.
d) "The Geolog", a self-guided auto tour	1978-79	n.a.
e) "The Trees of the Qu'Appelle Valley"	1979-80	n.a.
f) Hudson's Bay Company Store: restoration	1976-81	3.8
g) Echo Valley Earth History Building	1975-78	50.0
h) Echo Valley trails	1978-79	29.9
i) Nicolle Flats Interpretive Area[1]	1978-84	150.2
j) Tantallon Resort Road (33 km stretch west of Hwy. #9)	1981-83	679.0
k) Tourist signs and publicity[1]	1983-84	200.0
l) Fort Qu'Appelle Fish Culture Station	1983-84	190.7

[1] These projects were financed under both Program 2.2.1 and Program 2.3. The expenditures shown are total capital outlays. Program 2.2.1's budgetted share in the signage program was $125,000.

Note: The Qu'Appelle Parkway Study (total expenditure of $150,000) was recorded in the 1974-75 Qu'Appelle work program for this program but was funded under the Canada/Saskatchewan Planning Agreement.

2.2.2 Fish and Wildlife Developments

a) Upper Buffalo Pound: creel census; wildlife and waterfowl area; fish spawning area	1979-82	30.3
b) Pheasant Creek: removal of tall, dense shrub stands to increase wildlife carrying capacity	1979-83	21.9
c) Mission Lake	1979-82	16.6
d) Klyne Coulee	1979-80	.6
e) Skinner's Flats: wildlife area	1979-80	4.6
f) Nicolle Flats: wildlife area and construction of secure falcon nesting sites	1979-83	6.8
g) Rowan's Ravine Fish Nursery	1980-83	19.6
h) Valeport Marsh: waterfowl and fish spawning area	1980-83	49.9
i) Highway #9 East: cutting browseways, construction of watering sites and feeding stations for winter survival of white-tailed deer	1980-83	50.3
j) Bear-Scissors Creek: creek rehabilitation	1980-83	7.4
k) Eyebrow Lake: waterfowl area	1981-83	54.1
l) Last Mountain Lake: fish spawning area and wildlife sanctuary	1981-83	40.4
m) Hazel Cliff: construction of watering sites, cutting of browseways and small clearings for wildlife	1982-83	.8
n) Highway #8 East: construction of earth dams as watering sites	1982-83	1.2
o) Pilot Butte	1982-83	9.5

Background

The background to this program is based on two factors:

- A need was identified in the Agreement to enhance the tourism base within the Valley by creating and upgrading tourist attractions and recreational facilities.
- The Qu'Appelle Valley Basin Study voiced concerns about land use and the haphazard pattern of development which had already occurred. To avoid the potential problems associated with an unplanned approach to land allocation, the study recommended a high priority be placed on the development and management of land for recreation, educational and conservation uses. Specifically, the Study suggested: (1) hiking and other trails be developed to meet the expected increase in demand for these types of activities (recommendation #35); (2) management programs for historic and geological sites be arranged (recommendation #37); and (3) programs to protect and enhance wildlife and provide opportunities to study wildlife in a natural setting be initiated (recommendation #38).

The Basin Study also identified a need for a coordinated approach to road development in the Valley (recommendation #34). This was reflected in the Agreement by the considerable emphasis placed on the identification and construction of a scenic parkway which would act as the connecting spine to the resources and tourist attractions within the Valley. This work was delegated to Program 2.2.

Program Delivery

All activities under this program were consistent with ongoing work in various provincial government departments. As a result, several departments were responsible for program delivery over the 10 years of the Agreement. These were the Department of Culture and Youth (Museums Branch), DPRR (previously DTRR) (Regional Services Branch and Fisheries and Wildlife Branch) and the Department of Rural Affairs (Road Services Branch). Project 2.2.2 (Fisheries and Wildlife Development) was almost exclusively administered by the Fisheries and Wildlife Branch of DPRR while Project 2.2.1 (Historic Resources and Nature Interpretation) was shared among various departments.

Federal/provincial cost-sharing for Program 2.2 was 60/40. Funds were drawn from Parks Canada and, later, DREE on the federal side and the Department of Culture and Youth, DPRR, and the Department of Rural Affairs on the provincial side.

Analysis

2.2.1 Historic Resources and Nature Interpretation

The activities under Program 2.2.1 appear to fall into two periods; prior to 1978/79, mainly historical and geological attractions were developed. These included the construction of 4 historic interpretation shelters and 4 plaques, the publication of a self-guided geological auto tour called "The Geolog", and the purchase and preliminary restoration of the Hudson's Bay Company Store in Fort Qu'Appelle. After 1978/79, the five activities undertaken cover a broader range of developments.

In the earlier years, the Museums Branch of the Department of Culture and Youth was primarily responsible for implementation of the program. The original program manager was not available to be interviewed having retired a number of years ago. Museum representatives did, however, state that a list of projects had been drawn up right at the beginning of the Agreement and that this list acted as a guide for subsequent developments. The program manager thought that the identification and subsequent development of projects were done independently of valley-wide recreation and tourism planning endeavours. Because of this independent approach to project choice and the fact that this department's involvement in the Agreement had waned by the time other programs were gaining momentum, the program manager commented that he did not have much occasion to consult or try to coordinate activities with other programs. Some cooperative planning for Nicolle Flats and Echo Valley was done with Program 2.2.2 and some historic sites were purchased under the Alternate Land Use Program (Program 2.6).

Museum representatives expressed the opinion that many of the projects and developments in the historic resources side of Program 2.2 would not have been done in the absence of the Agreement. At the same time, however, the representatives held that much more could have been accomplished. One of the constraints experienced by the historic resources developers was the nature of the funding available under the Agreement. Program managers expressed the view that the Province was very worried about ongoing O&M costs for which there was no cost-sharing provision. Because of this concern, as well as a lack of staff, program managers believed that the provision of money for capital construction only was insufficient to ensure a project's success. One identified example of the impact of this problem was Last Mountain House. In the view of some program managers, this attraction potentially has one of the highest visitation rates of any historic site in the Province. Reconstruction was encouraged by intense local interest. The new buildings, however, were never opened because of the expense of hiring the necessary staff.

Program managers expressed the opinion that the major obstacle to historic project developments was the lack of focus in the Sector 2 component of the Agreement. They felt the administrative mechanics were vague and there did not appear to be a clear delegaton of responsibilities. One program manager also expressed the opinion that the objectives of Sector 2 were not operational. The stated purpose was too broad, making it difficult to establish a focus or direction for project development. The result was that few real decisions or long-term commitments were made, there was a lack of direction, and projects were undertaken on a haphazard basis. Exacerbating this was internal departmental changes and problems.

As noted by a number of government officials, the Hudson's Bay Company store illustrates the kinds of problems encountered in the earlier years of Program 2.2. The store had been identified as having considerable potential as a historic attraction, with spinoff benefits for the local economy. By 1977, the store had been purchased and restoration was underway. The theme was the transition of the regional economic base from fur trading to mercantilism. Thirty thousand dollars had been allocated; $100,000 was spent. This massive overrun occurrred at the same time as another "problem project" elsewhere in the Province. The provincial Treasury Board reacted strongly and the conclusions of a subsequent overview of the department involved resulted in tighter budget allocations. A detailed feasibility study for the store was then undertaken, which estimated completion costs at approximately $200,000 with additional operating and maintenance expenditures. Provincial Treasury Board was concerned with both the high capital costs and the continuing operation and maintenance costs to the provincial government. (This concern was voiced about other projects in the program and other Sector II programs.) One respondent felt that if the Qu'Appelle Valley Implementation Board had pushed hard enough, the project could have been financed. However, the venture was dropped. One program manager noted that his attempts to find out the store's status and what decision had been made were unsuccessful; he remains confused as to what happened.

As previously mentioned, the focus of activities under Program 2.2.1 shifted away from historic sites to a broader range of developments. The administration of these activities was undertaken by a number of different departments. Projects appeared to be more integrated into other activities of the Agreement (e.g., fish and wildlife developments) and, more recently, have addressed a longstanding recommendation for a publicity and signage program for the Valley.

The largest single project in later years was the Tantallon Resort Road. This project, which was in the Concept Plan and is one of the tour routes being developed in the Valley, was constructed from 1980 to 1983 by the rural municipality under the guidance of the Departrment of Rural Development. The purpose of the road is to improve tourist access to this part of the Valley. This project, together with the signage program and the Tantallon campground (Program 2.7), are expected to significantly enhance the tourism potential of the Tantallon area and should help to redistribute tourism activity into the eastern end of the Valley. This project had the full support of the Public Advisory Council. The only contentious issue was that road construction created a more than necessary amount of scarring in the Valley. This was in response to the SPAC's concern that the amount of reversed cultivated acreage should be kept to a minimum at the expense of scarring the Valley walls and increasing the cost of construction. Otherwise, construction appeared to have moved ahead smoothly.

As noted earlier, the signage project is also being partially funded under the program. This project is also expected to provide significant future benefits.

Direct economic spinoffs from this program were four incremental person-years of employment; the Museums Branch in the early year of the Agreement hired 2 employees to assist on Qu'Appelle projects. Potential benefits from a restored Hudson's Bay store were estimated by program managers at one person year-round with an additional 2-4 employees in the summer. Last Mountain House, when fully operational and serving school groups, would require 3 full-time employees in the summer and 2 in the winter. Program manager interviews did not identify any indirect economic spinoffs, such as incremental private investment or employment and income benefits.

In general discussions on changes in the Valley's recreation and tourism sector, community respondents most commonly cited new commercial operations which had been funded under the Agreement and the various fish and wildlife projects (see below), but indicated a low level of awareness of projects under this program. Two exceptions are of note. There was considerable enthusiasm for the signage program (1983-84) and it was generally felt it would help to bring tourists into the area. Second, some frustration and disappointment was expressed at the failure to complete restoration of the Hudson's Bay Company store. Most respondents viewed the store as an excellent opportunity to develop an attraction with considerable employment opportunities, particularly for youth in the area. It was also commented that the public had difficulty discovering the status of the store and what decisions were being made. One respondent expressed the view that the Hudson's Bay Company store was an example of the government saying one thing -- that is, discussing and planning recreation and tourism promotion -- but failing to follow through with useful and concrete developments. He felt this attitude pervaded the implementation of Sector 2.

In summary, a number of interesting activities were completed under this program but their contribution to developing a tourism and recreation base in the Valley is quite limited to this time. Some program managers expressed the view that the existing historical and cultural resource base was limited and expectations of building a new industry on this base were perhaps too high. Respondents cited the Nicolle Flats Interpretive Area, the Tantallon Road, and especially the signage project as major achievements among these projects, and the Hudson's Bay Company store as its main disappointment.

2.2.2 Fisheries and Wildlife Developments

Fisheries and wildlife developments accounted for 40% of all expenditures under Program 2.2. Activities included habitat developments for waterfowl, deer and non-game wildlife. This involved construction of watering sites, nesting grounds, and small clearings and brouseway cutting. In addition, fish work on spawning grounds and a creel census were undertaken. Activities of Program 2.2.2 occurred in 15 different sites distributed across a wide area of the Qu'Appelle Valley. Skinner's and Nicolle Flats were developed into major wildlife areas and significant projects were completed at Eyebrow Lake, Last Mountain Lake and Valeport Marsh. Spending under this program spanned the second half of the period of the Agreement, that is, 1979-1984. The delay in initiating the program is attributable to two factors:

- Preliminary planning work was required to identify wildlife management areas and appropriate directions for development. This work, which was completed between 1974 and 1977, provided working guidelines for Program 2.2.2; and

- Many waterfowl projects could not be started until identified lands or the use of the lands had been obtained by the government. A list of priority purchases was drawn up by DPRR (previously DTRR) in 1974/75. Some of these requests were handled in the early years of the Agreement under Program 2.6. For example, about 870 acres of Skinner's Flats were purchased in 1975/76 and 640 acres at Fairy Hill Marsh in 1976/77.

While the early planning exercise produced basic working documents for development, the choice of projects under Program 2.2.2 were influenced and supplemented by on-going endeavours of the Multi-Disciplinary Team for the Qu'Appelle Agreement and Ducks Unlimited, a private foundation which is concerned with the restoration, preservation and creation of prime waterfowl breeding habitat in Canada[1]. Ducks Unlimited frequently trade information and meet regularly with officials of Program 2.2.2 to discuss project operation and development. Ducks Unlimited was involved in five major projects, contributing a total of about $1.5 million in capital expenditures. These projects were:

	Duration	Expenditures ($000's)
1. Skinner's Flats	1977-80	55
2. Nicolle Flats	1978	82
3. Rankin Marsh	1982-83	175
4. Eyebrow Lake (plus a dam which was bvuilt prior to the Qu'Appelle Agreement)	1981-84	762
5. Valeport	1984	479

Approximately 20% of capital costs are allocated to Ducks Unlimited staff salaries for design services and construction supervision. The remaining 80% was allocated to subcontractors for construction.

A representative of Ducks Unlimited commented that the primary constraint to waterfowl development in the Qu'Appelle Valley was control of appropriate breeding lands. As the organization's policy is not to purchase land, funding for project development was not identified as a problem. In the view of the Ducks Unlimited representative, the Qu'Appelle Agreement was useful in bringing forward developments such as Skinner's Flats and Buffalo Pound Lake. This view was reinforced by discussions with the project manager who also commented that the vast majority of completed projects would not have been undertaken in the absence of the Agreement.

In the implementation of Fish and Wildlife Development, the program manager identified a number of areas of consultation and coordination with other participants in the Agreement. For example, Fish and Wildlife personnel provided technical advice to the SPACs and the Recreation and Tourism Planning Team. The branch also maintained close liaison and cooperated on a number of projects with such private organizations as the Natural History Society and the Saskatchewan Wildlife Federation. Activiites with Ducks Unlimited were also coordinated with those of Program 2.6. Conveyancing and water monitoring at Valeport, Nicolle Flats and Eyebrow Lake involved waterfowl projects and the Fish and Wildlife Branch organization is also participating in the current signage program by assisting with interpretive signs at Nicolle Flats.

Incremental employment impacts of Program 2.2.2 are difficult to assess. The program manager noted that 4 full-time positions had been created within the Fish and Wildlife Branch for Qu'Appelle projects. Construction for project development was contracted to local companies; however, the incrementality of income and employment effects could not be identified.

Discussions with program participants identified elements which aided in the implementation of the program. These were:

- dedication of involved personnel;
- continuity of personnel (the same people who undertook

preliminary inventory and planning work were subsequently involved in designing and developing projects. This minimized the amount of "dead time" involved in handing over projects and helped maintain consistency of expectations);

- public opinion was incorporated into project choice and project development;
- projects were visible, tangible assets to the communities;
- the projects were small and therefore relatively easy to manage;
- the delivery mechanism was in place at the start of the Agreement;
- good coordination with other programs, including conveyance (through participation on the Design Team), land-use planning, and program 2.6 (Alternate Fund Use).

The most significant drawback to program effectiveness, as noted by program mangers, was the complexity of the administrative structure of the Agreement which caused delays of up to 2 years in approval for specific projects.

Achievement of Program Objectives and Contribution to the Total Agreement

Program effectiveness can best be discussed in terms of the socioeconomic indicators listed at the outset of this program profile.

	Indicators	**Program Achievements**
1.	Identification, planning and development of attractions now in use.	Sixteen fish and wildlife projects were completed; 8 historic sites marked and a major historical landmark (the Hudson's Bay Company Store) bought and partially restored; a self-guided auto tour set up; and 2 recreation and nature interpretation areas developed. Currently, a publicity and highway signage project is underway.
2.	Growth in recreation use; number of tourists; tourism expenditures; duration of stay.	Detailed and reliable statistics on tourism and recreation in the Qu'Appelle are not available. However, visitation figures for provincial parks and recreation sites show a decline in use from 1973 to 1982. Trans Canada summer traffic statistics indicate a marginal increase of 1.6%/year in the number of vehicles passing through Saskatchewan (1978-1981). These suggest there has been little or no growth in tourism in the Valley. Average traffic volumes on local highways do show much more

	Indicators	Program Achievements
		significant increases. Care must, however, be taken in interpreting these data, as they may reflect an increase in commuter and/or commercial traffic rather than tourist activity.
3.	Better distribution of R&T activity, by season and location.	Projects were fairly well distributed throughout the Valley. Echo Valley trails can be used for winter sports (eg. snow-shoeing, cross-country skiing). The majority of the projects - historical markers and wildlife developments - do not particularly encourage off-season R&T activity.
4.	Employment from construction and operation.	Projects were generally constructed by existing staff in the provincial government works departments. Operating requirements are limited to relatively minor maintenance. No incremental employment in the community or government was identified.
5.	Spinoff benefits to other R&T facilities	No direct spinoff benefits were identified by the Evaluation Team. Some benefits result from increased visitations, but these effects could not be quantified.

Program 2.2 is most appropriately evaluated in terms of its two separate components: Projects 2.2.1 and 2.2.2. We concluded that the Fish and Wildlife Development Project (2.2.2) made a significant contribution to the development, preservation and accessibility of the resources of the Valley. Activities under this project were fairly widely distributed throughout the Valley and covered a number of areas of fish and wildlife preservation. While few economic spinoffs from the project were identified, we concluded that the various activities stimulated a considerable amount of private investment in the region and contributed to the overall objectives of the Agreement by enhancing the productivity of the recreation and tourism base and improving the management of land and water resources.

A number of difficulties were, however, identified in the Historic Resources Development and Nature Interpretation Project (2.2.1). Implementation of this project appeared to lack continuity and project managers held the view that the historic resources element of the project was not operative after 1979. While this project was intended to enhance the recreation and tourism base of the Valley, there was little coordination with the planning or developmental work being undertaken in other Sector 2 programs. It is difficult to categorically pinpoint the origin of these problems. However, program managers and other government officials frequently expressed concern about a general lack of direction or developmental context in which to carry out specific activities. Community respondents indicated some frustration that the signage program -- one of the most substantial and basic promotional activities of the Agreement -- was only just getting underway. It is recognized that future tourism benefits from more recent projects, such as the Tantallon Road and the signage project, could be quite significant, but these were difficult to measure at the time of the evaluation.

FOOTNOTE

1. Ducks Unlimited has been involved in waterfowl preservation since 1938. Interest in the Qu'Appelle Valley predates the Agreement; in 1961 they made a major submission to the South Saskatchewan River Development Agency outlining specific waterfowl projects. In 1975, Ducks Unlimited contacted DPRR and asked to become involved in the Agreement. With DPRR, they took an extensive tour around the Valley and identified, on the basis of the 1961 Ducks Unlimited study and the 1972 Basin Study, joint projects to be pursued.

Program 2.3 Tourism Facilities Development

Objectives: Design and develop R&T facilities to be financed, owned, and operated by the public sector.

Indicators of Program Success

1. Identification, planning and development of infrastructure and attractions which are now in use.
2. Growth in recreation use; number of tourists; tourism expenditures; duration of stay.
3. Better distribution of R&T activity, by season and location.
4. Employment from construction and operation.
5. Spinoff benefits to other R&T facilities.

Key Issues in Program Evaluation

1. Coordination with other programs under the Agreement: were program undertakings consistent with an overall development plan (eg. the "Concept Plan")? With other programs?
2. Expectations: were projects undertaken with the type of tourism base development which was envisioned by DPRR and/or the Qu'Appelle Valley Management Board?
3. Implementation: once tourism facility development opportunities were identified, were related capital projects quickly completed?
4. Incrementality: would these developments have gone ahead without public involvement?
5. Did projects involve the employment of unemployed or underemployed resources (labour, capital). Were permanent jobs filled by Qu'Appelle residents?
6. Private Sector Investment: did projects directly or indirectly stimulate private sector projects?

Resources

Planned Funding under the Agreement: (This was amended from $1 million in July, 1982)	$4,000,000
Total Expenditures to March, 1983:	$1,114,800
Total Expenditures (Actuala and Proposed) to March 1984:	$1,968,800

Total Expenditures
($'000s)

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Actual Cummulative
1974/75	0	0	0	0
1975/76	46.55	0	0	0
1976/77	0	0	0	0
1977/78	0	0	0	0
1978/79	100.0	4.5	138	138
1979/80	591.5	158.0	225.1	363.1
1980/81	206.8[2]	182[4]	220.7	583.8
1981/82	1361.0	987.811	408.5	992.3
1982/83	2209.216	1301.13	122.5[1]	1114.8
1983/84	2388.2	854.0	(854)	1968.8

() projected for 1983/84
1. not provincial approval
2. includes cost for planning under 2.2.1 and 2.2.2
3. includes fish and wildlife development, signage
4. unaudited

Activities

Project and Sub-project Name and Purpose	Duration	Expenditures ($'000s)
1. Echo Valley Sewage Lagoon	1978-81	227.6
2. Nicolle Flats Interpretive Area*: recreation facilities	1978-84	150.2
3. Rowan's Ravine Sewage Pumps	1979-80	60.6
4. Etters Beach: water system, campsite, playground and related facilities	1979-80	7.5
5. Lebret Boat Access Site	1979-80	7.7
6. Valeport Recreation Site (expansion)	1980-82	37.7
7. Regina Beach Facilities: beach, parking lot, picnic ground	1980-81	67.2
8. Buffalo Pound Recreation Complex: hiking trails, parking, observation tower, Nicolle homestead site improved, washrooms	1980-81	5.0

9. Bird Point		
-changehouse	1981-82	91.6
-sewage system	1981-82	35.6
-landscaping	1982-82	18.9
-boat launch	1983-84	16.0
10. Echo Valley Waterslide (design only)	1982-83	30.0
11. Regina Beach: recreation trails, parking lots, boat launch, landscaping, bath changehouse	1983-84	500.0
12. Tourist Signs and Publicity*	1983-84	200.00

*These projects were financed under both Program 2.2.1 and Program 2.3. The expenditures show are total capital outlays. Program 2.3's budgeted share in the signage project was $75,000.

Background

The background for this program coincides with that for Program 2.2. In addition, Program 2.3 is intended to provide ancillary facilities (eg. washrooms, campsites, parking lots) to the attractions and recreation sites developed in the Historic/Recreation Corridor program.

Program Delivery

All projects under this program have been delivered by the DTRR since program expenditures began in 1978/79. The federal/provincial cost-sharing ratio is 60/40 with federal funds administered by DREE and provincial by DTRR.

Analysis

The purpose of this program was to develop publicly-owned and operated tourism facilities. About 60% of total expenditures under the Tourism Facilities Development Program was devoted to provincial parks and recreation site development. This involved the provision of camping facilities, parking lots, picnic and playgrounds, changehouses, washrooms and landscaping. Sewage facilities were provided or upgraded in existing provincial parks, accounting for about 15% of expenditures. The remaining funds were allocated to a boat access site in Lebret, a design study for a water slide in the Fort Qu'Appelle area, and a signage and publicity program (which is cost-shared with Program 2.2).

The first expenditures in Program 2.3 were not made until 1978/79. Program managers identified three possible reasons for this delay:

- there was some initial debate over geographic boundaries for eligibility;

- the program was only allocated $1 million, so there did not appear to be any urgency to disburse funds; and
- the Concept Plan, which was to operate as a development guide, was not ready until that time.
  (Project choice was initiated by the DTRR Planning Team who forwarded ideas and priorities based on the Concept and Master Plans to their Deputy Minister and the Implemetation Directorate who would then pass recommendations to the Board.)

About half of all expenditures are scheduled to be disbursed in the
fiscal year 1983/84. Two major projects being undertaken are the Regina Beach-Valeport Recreation Corridor (which is the largest project under this program) and, working in conjunction with Program 2.2, the signage and publicity project. The latter activity was discussed in the preceding program profile and need not be reiterated here. One respondent expressed the opinion that the Regina Beach-Valeport endeavour was the most significant recreation and tourism development under the Agreement. Community members also felt that it would have a very positive effect on recreation and tourism activity in the area. It was noted that the project will increase winter use (cross-country skiing) and provide the necessary access to water frontage to accommodate growing demand from day-users. Community respondents also noted the considerable potential for economic benefits and expressed a fairly high degree of optimism about the future of recreation and tourism in the immediate area. Concern was voiced, however, that local infrastructure expansion and improvements must accompany this growth. It was also noted by a program manager that the development would have a positive land use impact by preventing the land from being used by motorbikers and public parties.

Program managers were generally of the opinion that most of the projects undertaken in Program 2.3 were incremental. Specifically, it was held that the Regina Beach and Bird Point facilities would not have been developed nor the signage project undertaken. It was noted that the coordination of various programs under the Agreement enhanced or brought forward such projects as the Nicolle Flats Interpretive Centre. (One respondent felt that, without the funds made available under the Agreement, the coordination with community groups through the SPACs, and the opportunity to obtain control of the abandoned CPR line between Regina Beach and Valeport under Program 2.6, public use of the land would have been lost.

The July 1982 amendment increased program funds from one to four million dollars. Unfortunately, actual spending in 1982/83 was only ten percent of approved funding -- because of problems in acquiring property needed for the Regina Beach project -- and, in 1983/84, Provincial Treasury Board approved only one-third of the Management Board's request. The Echo Valley Waterslide and other projects were totally removed from the 1983/84 budget, while Regina Beach's budget allocation was cut in half. As a consequence, actual cumulative funding will be less than one-half of proposed funding under the amended Agreement.

No important direct economic benefits from these projects were identified. Construction was generally done by existing government works staff and operating requirements are limited to maintenance. The exceptions are the signage contract which went to a Regina firm and the Regina Beach development which is being constructed by a Regina contractor who is employing some local subcontractors. No incremental direct employment was identified. Indirect or spinoff benefits cannot be quantified. However, it should be noted that the bulk of projects undertaken -- that is, the camping and recreation site developments -- would tend to have relatively small multiplier or spinoff benefits because use of these facilities do not involve significant expenditures in the private sector. This contrasts with opportunities/projects such as the signage program and water-slide which encourage tourists to stay in the area and, in so doing, rely on commercial operations for accommodation and dining services.

Community and government respondents alike commented on another tourist-oriented public development which many believed could offer considerable direct and indirect socioeconomic benefits to the local community. The discussion centered around Fort San (or Echo Valley Centre). The Centre is currently a hostel used by various groups in the summer, including an arts school. While opinions were mixed as to its (purely) commercial viability, most respondents expressed the view that the Centre could make a significant contribution to the local economy. It was also generally held that some investment by the government was required in order to exploit the Centre's full potential as a first-class convention centre. Program managers and community respondents expressed the view that Fort San remained on the periphery of the Agreement. Expenditures affecting Fort San were a sewage lagoon (under Program 2.3) and trail construction in the surrounding area (under Program 2.2).

A number of possible reasons for this low level of attention were suggested by respondents. These were:

- marketability of the centre; the taboo associated with its previous use as a tuberculosis sanitarium detracts from its popularity as a convention or holiday centre;
- a prevailing assumption that the Centre is a "financial albatross"; and
- an administrative complication in which ownership of the property would have to be transferred from Government Services.

Achievement of Program Objectives and Contribution to the Total Agreement

Program effectiveness can best be discussed in terms of the socioeconomic indicators listed at the outset of this program profile.

	Indicators	Program Achievement
1.	Identification, planning and development of infrastructure and attractions.	Seven areas provided with recreation facilities (eg. trails, picnic or campground facilities); sewage infrastructure in 2 locations. Boat launch facility. Signage program.
2.	a) Growth in recreation use; number of tourists; tourism expenditures; duration of stay.	Detailed and reliable statistics on tourism and recreation in the Qu'Appelle are not available. However, visitation figures for provincial parks and recreation sites show a decline in use from 1973 to 1982. Trans Canada summer traffic statistics indicate a marginal increase of 1.6%/year in the number of vehicles passing through Saskatchewan (1978-1981). These suggest there has been little growth in tourism in the Valley. Average traffic volumes on local highways show much more significant increases. Care must, however, be taken in interpreting these data as they may reflect an increase in commuter and/or commercial traffic, rather than tourist activity.
	b) Better distribution of R&T activity, by season and location.	Apart from the Bird Point development, activities were distributed throughout the western end of the Valley.
	c) Employment from construction and operation.	Projects generally were constructed by existing government works staff. Operating requirements are limited to maintenance. No incremental employment in the community or government was identified.
	d) Spinoff benefits to other R&T facilities.	No direct spinoffs were identified by the Evaluation Team. Some benefits result from increased use of the facilities and parks, but these could not be quantified.

Activities under Program 2.3 consisted primarily of work on provincial parks and provincially owned recreation sites. These developments were consistent with suggestions outlined in the Concept Plan and provided expansion of capacity in the more popular areas. No direct incremental economic benefits from these project were, however, identified and indirect or spinoff benefits are not likely to be significant. On these grounds, we concluded that the program was successful in achieving its own objectives, but made a limited contribution to the achievement of the overall goals of the Agreement; while the Tourism Facilities Development Program indirectly enhanced the productivity of the resource base by identifying and developing recreation sites, it did not significantly increase the socioeconomic benefits from that resource base.

An additional evaluation issue is worthy of note. The most significant projects under this program -- as identified by community and government respondents -- are the Regina Beach-Valeport development and the signage program. Both of these projects are being undertaken in the final year of the Agreement. A new enthusiasm concerning potential activities is also reflected in the increase in funds allocated to the program from $1 million to $4 million in 1982. The Evaluation Team suggests that the delayed initiation of this program prevented it from achieving its own objectives to the fullest potential or from maximizing its contribution to the overall goals of the Agreement. At the same time, the program's ultimate contribution to the Agreement may be greater than is identified in this profile.

Program 2.4 Commercial Development Loans

Objectives: To make available funding to the private sector for the development of commercial tourism facilities.

Indicators of Program Success

[No indicators were developed because there was no activity under this program.]

Key Issues in Program Evaluation

1. Information: Did potential applicants have knowledge of the program?

2. Incrementality: Did SEDCO loans provide an adequate margin of benefit to applicants?

3. Program Delivery: Were applicants discouraged by complex application procedures?

Resources

Planned Funding under the Agreement:	$2,000,000
Total Expenditures to March, 1983 :	0
Total Expenditures (Actual and Proposed) to March 1984:	0

Total Expenditures (\$'000s)

	Requested and Approved by Treasury Board	Actual
1977/78	100.0	0
1978/79	100.0	0
	200.0	0

No additional staff were brought in to handle Qu'Appelle loan applications.

Activities

Three applications were reviewed and rejected.

Background

This program is incorporated into the ongoing loans program of SEDCO which operates as a Crown Corporation. The allocation of Qu'Appelle funds to SEDCO is intended to provide easier access to working capital for commercial operators and developers in the Valley and to encourage private development which is consistent with the Concept Plan.

Program Delivery

Loans are administered by the Saskatchewan Economic Development Corporation under their existing criteria, regulations and procedures. SEDCO bears 100% of the cost of this program. In addition, applications are screened by the Implementation Directorate to ensure the capital projects relate directly to the Qu'Appelle Valley and are consistent with the objectives and strategies of the Agreement.

Analysis

Commercial operators in the Qu'Appelle area were aware of the SEDCO program both as a general business assistance tool and a Qu'Appelle Agreement program. Three major reasons for the lack of interest were identified by the commercial operators. First, most did not perceive any significant marginal benefit in this form of funding assistance. Second, one respondent had had problems with SEDCO in the past, which reflected a more general, although elusive, concern about the negative effects SEDCO involvement had on commercial ventures. (One respondant referred to SEDCO involvement as "the kiss of death.") Finally, the very small incremental benefit derived from this form of assistance, coupled with the cautious attitude toward SEDCO involvement, did not justify the application procedure required by the agency. Managers of program 2.5 made it very clear that applicants under program 2.5 could go anywhere they wanted for loan financing.

Three applications were made under this program in about 1977/78. However, none met the standard SEDCO eligibility requirements. (One was a non-profit organization. The reasons for the other 2 rejections were not specified.) **SEDCO** officials attributed the very few applications to:

- lack of interest on the part of entrepreneurs;
- slower-than-planned development of R&T in the Qu'Appelle area; and
- entrepreneurs' reluctance to undertake the rather lengthy application procedure.

SEDCO officials considered SEDCO loans to be competitive with commercial bank funds. No consideration was given by SEDCO or Qu'Appelle administrators to interest rate discounts or some other measures which would make SEDCO financing more attractive and therefore would make the program operational. (Through most of this period, the province was operating an interest rebate program, but it appears no effort was made to coordinate this program with SEDCO financing under program 2.4.)

The SEDCO loan program effectively began in 1977 when the R&T coordinator in the Fort Qu'Appelle office drafted guidelines for the program. These were necessary because applications had to be pre-screened by the Implementation Directorate to ensure proposals were environmentally sound and were consistent with the objectives of the Agreement.

Applications were then passed on to SEDCO. While $2 million was allocated in the Agreement, it was never earmarked in SEDCO's budget for Qu'Appelle loans. Nor was there anyone within SEDCO who was specifically responsible for Qu'Appelle. No Program Manager was identified. One representative from SEDCO described their involvement with the Agreement as "almost nonexistent."

In summary, there was no activity under Program 2.4 largely because of commercial operators' appraisal of the relative merits of SEDCO financing compared with commercial loan sources. Therefore, the program made no contribution to the fulfillment of the Agreement's objectives.

A broader question is: why was the SEDCO program included in the Agreement in the first place? It appears that the major reason was to achieve the cost-sharing target of the province and to balance off the commercial development incentives under program 2.5 which were totally funded by the federal government. Once this was achieved, SEDCO's potential role in the Qu'Appelle was largely forgotten.

Program 2.5 Commercial Development Incentives

Objectives: Provide incentive grants to ensure commercial operators expand, modernize or locate in the Qu'Appelle in a manner consistent with planned development.

Indicators of Program Success

1. same as 2.2
2. a) Total private investment generated.
   b) Total investment generated.
3. New hotels, motels, and other private tourist and recreation operations.
4. Accomodation shortages removed as constraint to tourist development.
5. Improved occupancy rates and profitability.
6. Income/jobs created.
7. Geographic distribution of grants.
8. Client groups by type.

Key Issues in Program Evaluation

1. Incrementality: would these investments have gone ahead without public involvement/support?
2. Coordination with other programs: eg. community development assistance (Program 2.7).
3. Coordination with other government agencies: eg. DREE, SEDCO, Industry and Commerce (now Economic Development and Trade).
4. Information: was the program well-known within the private sector? How quickly did the sector respond once funds were made available?
5. Implementation delay: was there much interest voiced prior to 1977/78 and could the delay in implementation have dampened interest in the program?
6. Employment of under/unemployed resources.
7. Were applicants satisfied with the administration of the grant system?

Resources

Planned Funding under the Agreement:	$1,000,000
Total Expenditures to March, 1983:	$405,000
Total Expenditures (Actual and Proposed) to March 1984:	$655,000

Total Program Expenditures
($'000s)

	Requested by Board	Actual	Actual Cumulative
1974/75	0	0	0
1975/76	0	0	0
1976/77	0	0	0
1977/78	100	0	0
1978/79	100	0	0
1979/80	-	13	13
1980/81	200	0	13
1981/82	100	42	55
1982/83	350	350*	405
1983/84	250	(250)	655

* unaudited
() projected for 1983/84

No additional staff have been brought in to handle Qu'Appelle grant applications.

N.B. Since this program is totally funded by the federal government, the column "Approved by Treasury Board" is not appropriate.

Activities:	Applications Received						
Firm	Location	Product	Capital Cost ($)	Jobs	Estimated Date of Completion	Level Of Offer ($)	Paid Out($)
1. J&D Smith (on behalf of Mission Ridge Ski Development)	Fort Qu'Appelle	ski resort	65,000	3	June, 1979	13,000	8,200
2. Maurice Carey, Roger Vollet, & Gordon Carey	Craven	restaurant	162,911	14	May, 1979	60,629	offer withdrawn
3. Valleyview Developments Ltd.	Regina Beach	service station & confectionary	156,000	5	July, 1981	50,521	33,200
4. Cadillac Holdings Ltd.	Bird's Point Resort, Round Lake	resort complex	50,000	3	August, 1982	10,000	defunct-no payout
5. Wander Inns Inc.	Esterhazy	motel	482,000	4	December, 1981	41,600	n.a.
6. 90376 Holdings Ltd. c/o Country Squire Motor Hotel	Fort Qu'Appelle	hotel	868,500	6	June, 1982	173,700	99,840
7. Cummins Construction Ltd.	Craven	motel & restaurant complex	337,150	12	March, 1982	104,936	80,700
8. Regina Beach Hotel Ltd.	Regina Beach	hotel services	560,000	10	August, 1982	96,000	62,220
9. Mel-Valley Holdings Ltd. & Mel-Valley Limited Partnership	Melville	hotel services	195,250	1	April, 1983	39,050	
10. Prairie Christian Training Center	Fort Qu'Appelle	hotel/motel commercial services	145,000	19	November, 1983	29,000	
11. First Cabin Golf Enterprises Ltd.	Regina Beach	golf driving range & miniature golf services	74,000	2	June, 1983	20,877	
12. Rowan's Ravine Grocery Store	Rowan's Ravine	grocery store	60,000			application deferred	
13. Palmer's Fast Foods	Fort Qu'Appelle	food outlet	23,000			application withdrawn	
14. Valley Hotels Ltd.	Pense	hotel				application rejected	
15. M&F Store Ltd.	south of Cupar	confectionery				application deferred	
16. Big Valley Rodeo	Craven	rodeo complex				application pending	

n.a. = not available

N.B. Status as of May 31, 1983, with partial update based on interviews with the program manager.

Background

The Agreement envisioned an active role by the private sector in the development of recreation and tourism. Program 2.5 is intended to encourage private sector participation by making capital more readily available to commercial developers. Due to the seasonability and high risk nature of the recreation and tourism industry, ordinary sources of reasonable cost funding are scarce. The Qu'Appelle Agreement modified the eligibility terms of the ongoing RDIA grant program to include tourism and tourism-related projects in the Valley.

Program Delivery

All grant applications under this program are administered by the Federal Department of Regional Economic Expansion (now DREE/ITC) in accordance with the regulations and procedures normally applied under the Regional Development Incentives Act. Payment of the grants is made directly to the successful applicant by the federal government, which bears 100% of the costs of this program. Until March 1983, applications were initially screened through the Qu'Appelle Valley Implementation Directorate to ensure proposals relate directly to the Valley, are environmentally sound and are consistent with land use plans within the area.

Analysis

A total of $2.9 million was invested in projects under the Commercial Development Incentives Program. As described in the list of Activities, the largest project had a capital cost of almost $870,000; the smallest, $65,000. Incentive grants, which ranged from over $170,000 to $13,000, accounted for a total of about $570,000, or 20% of the total value of investment completed under the program. The majority of applications were for hotel or restaurant services while only two projects could be categorized as "attractions" (i.e., Mission Ridge ski area and First Cabin miniature golf and golf range).

Of the 16 applications received and/or discussed by DREE, 11 were offered assistance. Two of these never proceeded. Most of the applications which were denied assistance were either not eligible, were not considered to be financially viable, or might have created unfair competition for similar operations in the immediate area. In addition, applications were evaluated in light of the objectives and spirit of the Agreement. Program managers expressed the view that there was an attempt to use the planning documents (e.g., the Concept Plan and Master Plans) when evaluating proposals. For example, a project which lay in a focal or destination area and provided services which would hold tourists in the region were considered more attractive than projects which provided only "stop-over" facilities.

A number of economic spinoffs from commercial investment were identified by the operators. Most of these benefits were in the form of permanent employment opportunities for local residents. As detailed below, about 50 full-time jobs were created. Mission Ridge and the Country Squire doubled staff. In almost all cases, these were unskilled positions which were filled by local residents. Two respondents noted that some staff would otherwise have been unemployed and/or under government financial care. Certain skilled positions (e.g., cooks, mechanics) were filled from outside the area, but employers added that considerable effort was made to provide on-the-job training, especially in the skilled positions. While it is difficult to single out spinoff effects of investment projects, one respondent felt that his hotel and restaurant complex had stimulated other small businesses, resulting in several additional new jobs.

In almost every case, commercial operators did not think they would have undertaken their investment at all if DREE funding had not been available. These incremental projects account for about 90% of total investment under the program. In other cases, funding allowed a better quality of service/ attraction to be built. In sharp contrast, the program managers were of the opinion that, with the exception of the Country Squire and Mission Ridge, most projects would have gone ahead, even if DREE assistance had not been available. (It was felt that the operator who undertook the renovations at the Country Squire would have left the area if not supported, taking with him considerable entrepreneurial talent, and the quality of renovations at Mission Ridge would have been compromised.) For two of the five applications which have not received grants, scaled down versions of the proposed projects have been constructed. The remaining three have not proceeded in any form.

Commercial operators expressed mixed opinions of the administration of the grant program. Positive comments included the friendliness of the staff both at DREE and the Fort Qu'Appelle office and the helpfulness of the Fort Qu'Appelle office. Some respondents, however, were very critical of certain aspects of the program. The first complaint is the initial delays caused by the application stipulation that an operator becomes ineligible for a grant if construction in any form has already begun. This was particularly troublesome given the short construction period and short but very concentrated tourist season in the Valley. One respondent estimated that delays had cost about $36,000 in foregone operating revenue. Subsequent delays in the application procedure were noted. (In fact, one respondent flatly refused to discuss the incentive program until he got his money.) More importantly, commercial operators complained that grant payments were often late and poorly timed; instead of underwriting large upfront capital expenditures, payments were generally only made after operations had begun. A number of respondents were of the opinion that the value of the grant would just cover the cost of applying plus interest charges on debt incurred to finance upfront capital expenditures.

Difficulties in getting information on the requirements or criteria for the program were also cited. While one operator admitted that part of the problem might have been that he did not understand the system when he got involved, he also felt he had frequently been misinformed and/or misled on some issues. Another respondent expressed concern that he never understood how grants were allocated or under what regulations and policies the program operated. Commercial operators who were interviewed had differing assessments of the time, cost and informational requirements of the application procedure. A number of respondents felt the application procedure was overly demanding which, along with the delays in payments, did not make the program worthwhile. In other cases, however, very little time and effort was spent in the application process.

Many respondents expressed the view that the incentives program was not suitable for small business. Comments included the inappropriateness of equity requirements; DREE's apparent lack of interest in small commercial ventures; and a failure to adequately address the special problems and needs of small investors. Specifically, it was suggested that such applicants frequently do not possess appropriate skill, business sense and experience to provide the necessary information to DREE. The application procedure, as a result, was particularly onerous. One operator suggested that the money was really only available to large outfits.

The program manager commented that some problems may have stemmed from the rules and regulations of the RDIA program itself. These regulations are very structured and detailed and focus on secondary manufacturing. As a result, their applicability to tourism-oriented investment projects is limited. Typical problems which arose were the inappropriateness of the computerized application forms and the standard performance measures used. Furthermore, evaluation officers were not familiar with the tourism industry and, as a result, Qu'Appelle applications sometimes tended to get delayed attention.

One Qu'Appelle administrator noted, however, that some benefits were realized from the screening process. The application and review procedures forced entrepreneurs to take a closer look at their markets and financial viability, to properly identify their financing requirements, and to prepare financial statements. This better guaranteed the success of approved applicants and screened out projects which were not be viable.

In March of 1982, the guidelines for incentive grants were reviewed which resulted in:

. streamlining of the administrative system to minimize delays. This involved the referral of applications directly to DREE, by-passing initial screening by the Implementation office; and

- a decision to use the short-form application in the evaluation procedure, so as to mitigate instances where application requirements were inappropriate for tourism-related projects, and to minimize delays in administering the grants.

It is noteworthy that the number of offers has increased greatly since these changes were made. This suggests that more could have been accomplished if the changes had been made earlier.

Interviews with community respondents and commercial operators indicated a fairly high degree of awareness of the incentives program. Some were aware of the RDIA independently of the Qu'Appelle Agreement. Most of the other respondents learned about the program from local newspapers or the Qu'Appelle Newsletter. All respondents received full cooperation from the Fort Qu'Appelle Implementation office and highly commended their helpfulness.

The Commercial Development Incentives Program was initiated in 1977 when guidelines were drafted for the Qu'Appelle Valley Management Board. Expenditures did not begin until (fiscal year) 1979/80, with the first notice of grant offer in May 1979. A number of suggestions for the delay and slow progress in implementation were identified, both by community respondent and government officials. These include:

- a shortage of staff and general tightness at DREE (at no time were DREE staff assigned full-time to this program);
- some controversy over the geographic boundaries for eligibility;
- lack of priorities or specific destination areas which were to be identified in the Concept Plan (and, consequently, were not available until September, 1978); and
- a lack of proposals for substantial projects prior to 1979.

Two respondents noted that people were aware that funds had been allocated for various commercial ventures but in the earlier years were told that the funds were not yet available for disbursement. They expressed concern that this delay was a major factor in dampening the community's initial enthusiasm for the Agreement while encouraging the attitude that the R&T elements were simply window-dressing for environmental activities.

In the current fiscal year, DREE has employed consultants to assist in the review of applications. As a consequence, four offers were made over a three month period (September - November 1983). These four offers are noted in the Annex to this profile.

In summary, the financial assistance available under this program resulted in the construction of a number of facilities which would not have otherwise been developed. Most grants were directed to hotel and restaurant services. While only two of the supported ventures are likely to attract visitors to the Valley, others provide a means in which the local economy can benefit from existing R&T activity. In addition, many of the hotel and restaurant developments provided a community meeting place and encourage local residents to stay in the area rather than go into Regina for entertainment.

It was generally felt, however, that more could have been accomplished under the program. The major problems identified were:

- an application procedure with limited appropriateness for either tourism-related or small business endeavours; and
- delays, both in initiating the program and in the administration of individual grants.

Achievement of Program Objectives and Contribution to the Total Agreement

Program effectiveness can best be discussed in terms of the socioeconomic indicators listed at the outset of this program profile.

	Indicators	Program Achievements
1.	a) Development of attractions which are now in use.	Mission Ridge ski resort; golf driving range and miniature golf services in Regina Beach.
	b) Growth in recreation use; number of tourists; tourism expenditures; duration of stay.	Detailed and reliable statistics on tourism and recreation in the Qu'Appelle are not available. However visitation figures for provincial parks and recreation sites show a decline in use from 1973 to 1982. Trans Canada summer traffic statistics indicate a marginal increase of 1.6%/year in the number of vehicles passing through Saskatchewan (1978-1981). These suggest there has been little or no growth in tourism in the Valley. Average traffic volumes on local highways do show much more significant increases. Care must, however, be taken in interpreting these data, as they may reflect an increase in commuter and/or commercial traffic rather than tourist activity.

	Indicators	**Program Achievements**
	c) Better distribution of R&T activity, by season and activity.	Skiing at Mission Ridge increased significantly last year. Regina Beach is currently intensively cottaged, but the golf facilitities may provide a recreation option to water-based activities.
2.	a) Total private investment generated	$2,355,000
	b) Total investment generated (inclusive of grant)	$2,882,900
3.	New hotels, motels & restaurants.	Three new hotels were constructed, 2 of which included restaurant services. The single largest grant was for extensive renovations to accommodation and restaurant services in an existing hotel. There are currently offers for 2 hotel/ service projects outstanding. Grants to hotel/restaurant projects account for almost 90% of all (active[1]) grant offers to date.
4.	Accomodation and service shortages removed as constraint to tourism development (includes indicator 8. Client group by type)	The largest client group for the hotels and motels are working crews. The largest client group for restaurants are local residents. In some cases, the new establishments offered services (eg. high quality eating services) which residents would otherwise have left the community to obtain. The Regina Beach Hotel replaces one which had burnt down, avoiding an accomodation and service shortage in the community. The Country Squire Motor Hotel appears to have removed both accommodation and restaurant service constraints.
5.	Improved occupancy rates and profitability.	In most cases, investments have been in place less than 3 years, obscuring any long-term trend in occupancy and profitability rates.
6.	Income/jobs created	Estimates of income generated are not available. New jobs created: summer: 56 (including about 4 part-time) off-season: 48

	Indicators	Program Achievements
		During the ski season (November 1 to March 31), an additional 25 jobs open up (most of which are full-time positions for the season).
7.	Geographic distribution of grants	Fairly wide community distribution, including: $215,000 to Fort Qu'Appelle $167,398 to Regina Beach $104,936 to Craven $41,600 to Esterhazy $39,050 to Melville

[1] This excludes offers or applications which have been withdrawn.

We concluded that most of the projects which were assisted under this program have expanded and improved the tourism-related services in the area, as well as having provided employment for local residents. The majority of these developments would likely not have occurred without the availability of financial support. We conclude, however, the success of the program has been limited. While it has resulted in commercial operators expanding and modernizing in the Qu'Appelle Valley, actual spending will fall short of the program's (small) original budget. This suggests that more could have been accomplished had problems and development opportunities been identified and addressed over the course of the 10 years.

To summarize, the facilities which were assisted generally merited support, but the amount of program activity has fallen far short of expectations, especially the expectations of the intial planners of the Agreement. It should be noted in this context that the orignal planners expected the one million dollars budget for this program to be exhausted in the first years of the Agreement, and that the program budget would be increased significantly through Agreement amendment in order to support the major investments identified through the planning process.

Commercial operations provided one of the most direct channels through which the local economy may exploit the socioeconomic benefits of recreation and tourism facilities. The impact of Program 2.5 on the achievement of this Agreement objective is, therefore, potentially very high. Financial assistance under this program has helped to enhance recreation and tourism as an economic development tool in the Qu'Appelle. This has been primarily accomplished through the development of commercial tourist services, such as hotels and restaurants, rather than the initiation of commercial attractions. The new services also provide alternate recreation facilities for local residents with positive community spinoffs. Therefore, this program has made some contribution to the realization of the Agreement objective to increase the socioeconomic benefits from the Qu'Appelle resource base. However, for the reasons described earlier, this contribution was less than was intended at the start of the Agreement and less than what could have been accomplished if program delivery had started earlier and if appropriate systems had been in place from the outset.

ANNEX TO PROGRAM PROFILE 2.5

The following indicates the offers made to applicants and the current total commitment level under program 2.5 as of mid-November, 1983.

Name	Offer
Mr. & Mrs. John Smith (on behalf of Mission Ridge Ski Area)	$15,655
Valleyview Development Ltd	50,521
Wander Inns Inc	41,600
Country Squire Motor Hotel	173,700
Cummins Construction Ltd	104,936
Regina Beach Hotel Ltd	75,000
Mel-Valley Holdings Ltd	39,050
First Cabin Golf Enterprises Ltd	20,877
Prairie Christian Training Centre	29,000
Velma & Archie Currie	11,575
Camp Monahan Association	10,311
Mr. &rs. John Smith (on behalf of Mission Ridge Ski Area)	24,200
Whitewood Inns, Whitewood	156,000
Total	$ 752,425

The table indicates there is a balance of $250,000 available for other applicants, and that actual spending is above proposed spending for 1983/84. The last four offers were made in the past three months (i.e., since the table in the text was prepared) and involve total commitments of over $200,000. The Whitewood Inns project is viewed as particularly important. This motel will include 34 accommodation units, a swimming pool, and other facilities.

Program 2.6 Alternate Land Use

Objectives: Acquire lands identified as having high potential for public use (such as public parks, wildlife areas, historic sites, etc.)

Indicators of Program Success

1. Purchase of lands which have since been developed for R&T use.

2. Purchase of lands which hold long-term R&T potential.

3. Program viewed as equitable by property owners.

Key Issues in Program Evaluation

1. Consistency with Concept Plan: Was priority list consistent with the Concept Plan and detailed area management plans?

2. Coordination with other programs: were other program managers aware/involved with land purchases? Were lands purchased subsequently developed/used by other programs?

3. Adverse public reaction: did local opposition prevent the acquisition of lands? How was this reaction handled?

4. Longer Term Impacts: to what extent were purchases based on heritage or environmental considerations, rather than purchasing for R&T development today?

Resources

Planned Funding under the Agreement: $500,000
(This was amended from $3.5 million in July, 1982)
Total Expenditures to March, 1984: $732,100

Total Expenditures
(000s)

Fiscal Year	Requested by Board	Approved by Treasury Board	Actual	Cummulative
74/75	346.0	346.0	29.5	29.5
75/76	500.0	346.0	97.5	127.0
76/77	350.0	250.0	129.5	256.3
77/78	250.0	150.0	97.2	353.5
78/79	200.0	200.0	35.7	389.2
79/80	350.0	50.0	63.6	452.8
80/81	185.0	100.0	18.9	471.7
81/82	750.0	400.0	234.4	706.1
82/83	627.0[2]	527.0	26.0[1]	732.1
83/84	0	0	(0)	732.1

() projected for 1983/84 1. unaudited 2. funds subsequently frozen

One land negotiator was brought on staff from December, 1973 to March, 1977 to handle Qu'Appelle land purchases. After March, 1977, approximately 2 person-months per year were devoted to this program.

Activities

Land Acquisitions - Summary

Year	Budget ($000s)	Land Bought		Appraisals ($000s)	Easements ($000s)	Total Expenditures[1] ($000s)
		($000s)	(acres)			
1974/75	346	57.5	603.3		1.805 (122.68 ac)	57.5
1975/76	346	72.2	1246.1			72.2
1976/77	250	128.9	936.1	.737		129.6
1977/78	150	91.8	796.5	.501		94.1
1978/79	200	34.1	600.3	1.676		35.8
1979/80	50	58.3	(12 lots, Bird Point - 59,773 sq ft - 1,372 acres & some buildings)	5.437		63.8 (14.3 from 40-03)
1980/81	100	17.1	1.7118 (8 lots)	1.580		18.7
1980/82	400	266.3	(10 lots, Bird Point & some buildings; 80 acres Grandview Beach)	1.257		267.6
1982/83	527	26.0				26.0
Totals		752.22	4267	11.188	1.805 (122.68 ac)	765.2

1. Total may not coincide with the previous table on expenditures because of instances where costs were underwritten by other departments, or outside the Qu'Appelle Agreement.

Land Acquisitions -- Detailed Breakdown

Purpose	Area (acres)	Amount ($)	Payment Requested
1976-77			
Recreation & Wildlife Fort Qu'Appelle	282.92	19,000	Sept.5/74
Natural Area	320	10,500	Sept.27/74
Historic Resource, Fort Qu'Appelle	0.184	25,000	Mar.17/75
Recreation Area, Fort Qu'Appelle	0.173	3,000	Mar.17/75
Totals	603.277	57,500	
1975-76			
Skinner's Marsh Wildlife Area	99.19	6,995	Aug.15/75
"	10.44	440	Aug.15/75
"	364.23	14,580	Aug.15/75
"	297.74	9,080	Aug.15/75
"	98.75	5,100	Aug.15/75
Add'n to Echo Valley Prov. Park	119	9,000	Jan.6/76
Natural Area	113	15,000	Jan.28/76
Last Mtn. House Historic Park	143.79	12,000	Feb.4/76
Totals	1246.14	72,195	

Purpose	Area (acres)	Amount ($)	Payment Required
1976-77			
Appraisal Report	N/A	350	Dec.16/76
Wildlife Management, Qu'Appelle	160	5,100	Dec.17/76
Fairy Hill Marsh	640 less interest in SW 26.67	85,000	Jan.10/77
Add'n to Rowan's Ravine Prov. Park	10	25,000	Feb.17/77
Nisku Interp. Project, Eyebrow Lake	.66	275	Feb.18/77
Add'n to Buffalo Pound Prov. Park	152.07	36,000	March 3/77
Appraisal Report	N/A	387.24	March 30/77
Totals	936.00	129,612.24	
1977-78			
Appraisal Report	N/A	376	March 6/77
Pheasant Creek, WMA	639.5	68,000	Aug.10/77
Easement for Skinner's Marsh Wildlife Project	122.68	1,805	Aug.20/77
Fairy Hill Marsh	N/A	4,960	Oct.4/77
Appraisal Report	N/A	125	Nov.18/77
Kuziak Property Lure Crop Area Nicolle Flats WMA	157	18,850	March 20/77
Totals	196.5 (title) 122.68(easement)	94,116	

Purpose	Area (acres)	Amount ($)	Payment Requested
1978-79			
Pheasant Creek Wildlife Man. Area	320 less approx to be transferred back-37.25	22,000	June 19/78
Kuziak Property Appraisal Report	N/A	650	22,650 July 24/78
Kuziak Property Appraisal Report	N/A	322.50	22,972.50 Sept.13/78
Zinn Property Appraisal Report	N/A	454	23,465.50 Nov.6/78
Zinn Property Apprarisal Report	N/A	250	23,676.50 Nov.21/78
Echo Valley Park Fish Hatchery Expansion*	N/A	42,500	66,176.50 Feb.13/79
Bear Creek Wildlife Man. Area	146.91	4,100	27,776.50 March 79
Pheasant Creek Wildlife Man. Area	146.15	8,000	35,776.50 March
1979-80			
Appraisal of 33 lots, bldgs, etc.	N/A	5,437	July 23/79
Public Recreation, Bird Point	N/A	8,500	13,937.00 Mar.26/80
"	N/A	3,500	17,437.00 Mar.26/80
"	N/A	3,500	20,937.00 Mar.26/80
Public Recreation, 00742 Bird Point	N/A	19,000	39,937.00 Mar.27/80
Public Recreation, Bird Point	N/A	9,500	49,437.00 Mar.27/80
"	N/A	3,500	Mar.27/80
"	N/A	6,000	Mar.27/80
"	N/A	4,800	Mar.31/80

Purpose	Area (acres)	Amount ($)	Payment Requested
1980-81			
Appraisal	80	641.00	Jan.12/81
"	"	438.60	1,079.60
Updated Appraisal, Bird Point		500.00	1,579.60
Recreation Area, Bird Point	1.7118	17,118.00	18,697.60
1981-82			
Public Recreation, Bird Point	N/A	23,700.00	23,700.00 July 3/81
"	"	45,000.00	68,700.00 July 3/81
"	"	31,600.00	100,300.00 July 3/81
"	"	13,500.00	113,800.00 (591.78 40-01)
Public Recreation	80	120,591	234,391.78 Sept.17/81
CPR Prop. Vale-port Appraisal Rep.	N/A	700	Past to Cal Kirby for payment Nov.23
"	"	556.70	from 39-28-9
1982-83			
Public Recreation, Bird Point	N/A	26,000.00	40-01-604-501 July 26/82

*Not purchased with Qu'Appelle Agreement funds.

Background

The 1972 Qu'Appelle Basin Study identified the need for the Crown to acquire control of parcels of land in the Valley to provide land for recreation demands, historic preservation and wildlife management. (Recommendation #28).

The study specified locations for Natural Areas, Wildlife Management Areas, and Fish Spawning Areas. In addition, it was suggested that 1200 acres of land be acquired by 1985 to satisfy the anticipated demand for public parks in the

Qu'appelle Valley. Program 2.6 and its activities are based on these recommendations.

Program Delivery

All activities under this program are administered by what is now called Resource Lands Branch of DPRR (previously DTRR), although annual budget requests were formulated by the Implementation Directorate and other DTRR officials. Federal/provincial cost sharing for this program is 50/50.

Analysis

The purpose of the Alternate Land Use program was to acquire lands for public use. Control of land for public use was accomplished through easements and land assembly strategies, as well as land purchases. In the earlier years of the project, activities were dominated by land acquisition for additions to existing parks and more significantly, for wildlife projects. After 1979, activities centered around the assembly of land for recreational purposes at Bird Point. Over the effective life of the program (1974-1982[1]) about 3,600 acres were bought for wildlife purposes, 145 acres for historic resource develoment and about 645 acres for recreational use, 280 acres of which were additions to existing provincial parks. In addition, 26 separate cottage lots (totally 5 acres) are involved in the Bird Point recreation land assembly package. The distribution of total expenditures was:

	$000s	**Percent of Total**
Recreation (including addition to parks)	213	28
Bird Point recreational area	186	24
Wildlife lands	322	42
Historic sites	37	5
Other (including unspecified appraisals)	9	1

Land purchases under this program were guided by a priority list which was drawn up in 1975 on the basis of the Qu'Appelle Basin Study. No formal alterations in this list were made subsequent to the completion of the major R&T planning document. Lands were, however, added or deleted when requested by other program managers and/or Qu'Appelle officials. Program 2.6 was often coordinated with program 2.3, as well as with project 2.2.2 to provide sites for fish and wildlife developments such as Skinner's Marsh, Nicolle Flats and areas at Upper Buffalo Pound Lake (Nisku). The program manager also had some indirect involvement in the flood-prone land purchase program through fish & wildlife requests. Two major historic sites which were important activities under Program 2.2.1 (Historic Sites Development) were purchased. These were Last Mountain House and the Hudson's Bay Company Store in Fort Qu'Appelle. When a piece of land which had not specifically been requested was purchased, the program manager notified the Implementation Directorate and other program managers.

In some instances, activities under this program were influenced by external factors. Control of the CPR land in the Regina Beach-Valeport corridor was complicated by a province-wide policy debate as to who should control these abandoned railway lines. Program managers noted that the general policy attitude toward land acquisition also affected the program. In the very early years of the program, it was widely publicized that expropriation would not be considered. Concern was expressed that this took away a critical bargaining tool for the government. Coupled with the public's awareness of large sums of money which had been allocated to the Agreement, land prices escalated and it became difficult to buy land at reasonable prices. More recently, the current government's stance on public land purchases has curtailed activities under this program (e.g., previously approved funds for 1982/83 were subsequently frozen). Land use planning and zoning regulations also complicated land purchases. Government land assessments were made on the basis of existing zoning and land use status while property owners would consider the land's best use value. One example was noted in which the value of a parcel of potentially prime recreational land based on its (zoned) agricultural use could not meet the owner's appraisal based on its "developability" for cottage subdivisions.

The program manager, identified a number of other factors which created problems in the implementation of the Alternate Land Use Program. These included:

. **Budgetary procedure.** This was identified as the single most significant problem. The program manager expressed the view that annual budget provisions were inappropriate to land purchase programs because the necessary negotiations can be lengthy and do not always fit into the fiscal year framework. Furthermore, changing economic and personal circumstances make the identification of potentially available land very difficult. The program manager suggested that more purchases could have been made under this program if a lump sum amount had been allocated, to be spent over the 10 year period.

. **Staffing.** While a lands negotiator was brought on staff early in the Agreement, his position was cut in 1977. With numerous other department activities, the program manager calculated he was only able to spend about 15% of his time on Qu'Appelle projects and expressed concern that this staff shortage impacted on the program's activity.

. **Planning.** The program manager was of the opinion that the program suffered from a lack of direction within DTRR which obscured priorities and decision- making authority.

The program manager felt the Alternate Land Purchase Program played a useful role in preventing inappropriate land use and the destruction of fish and wildlife resources, and expressed some disappointment that purchases of certain lands had not been completed under the program.

Community respondents were generally unaware of this program, tending to lump it in with the flood prone land purchase program. This suggests that the landowners were generally satisfied with the administration of the program and that they generally felt equitably treated.

Achievement of Program Objectives and Contribution to the Total Agreement

Program effectiveness can best be discussed in terms of the socioeconomic indicators listed at the outset of this program profile.

	Indicators	**Program Achievement**
1.	Purchase of lands which have since been developed for R&T use.	Land acquisition enabled many wildlife and fish management projects to be undertaken (eg. Skinner's Marsh, Nicolle Flats, Nis'ku, Pheasant Creek.) Additions were made to 2 provincial parks. A major recreation development (Regina Beach-Valeport Corridor, using the CPR right-of-way) can now proceed. A major historical park was enhanced.
2.	Purchase of lands which hold long-term potential.	A complex land assembly program at Bird Point has significant potential for future recreational development.
3.	Program viewed as equitable by property owners.	Land acquisition was voluntary - no property expropriations were considered.

We concluded that a number of valuable lands had been purchased which enabled a number of development projects to be undertaken. Most noteworthy are the wildlife projects (e.g., Skinner's Marsh, Nicolle Flats) and Last Mountain House historical site. The program also secured lands for future recreational development in the Regina Beach-Valeport corridor and Bird Point at Round Lake. We therefore consider that the Alternate Land Use Program has achieved its objectives of acquiring lands having high potential for public use. Furthermore, it has made an important contribution to the Agreement's overall objectives by helping to ensure a productive base for the Valley's recreational resources and the realization of potential socioeconomic benefits from that resource. Through the fish and wildlife projects and additions to provincial parks, it has also indirectly enhanced the management of land and water resources in the Valley.

FOOTNOTE

1. In 1982/83 funds were allocated but subsequently frozen. No budget provision was made for 1983/84.

Program 2.7 Community Development Assistance

Objective: Assist Qu'Appelle communities to accommodate tourism growth and to realize their full recreation and tourism potential.

Indicators of Program Success

1. Growth in tourism activity/business in community: number of tourism establishments; number of tourists; tourist expenditures; and length of stay.
2. Local employment from funded projects.
3. Lower municipal taxes and debt loads in assisted communities.
4. Inventory of infrastructure projects (including types of projects).

Key Issues in Program Evaluation

1. Funds allocated: were funds allocated to projects other than infrastructural project?.
2. Coordination: Were activities coordinated with other programs under the Agreement (e.g., Programs 2.2, 2.3 and 2.5)?
3. Incrementality: would projects have been undertaken without Qu'Appelle assistance (using local resources or other government monies)?
4. Employment benefits: did assisted projects create employment opportunities for local residents?
5. False expectations: Were the objectives of the Program based on appropriate assumptions regarding expansion of the tourism industry?

Resources

Planned Funding under the Agreement: (This was amended from $4 million in July, 1982)	$1,000,000
Total Expenditures to March, 1983:	$244,000
Total Expenditures (Actual and Proposed) to March, 1984:	$256,000

Total Expenditures
($'000s)

	Requested by Board	Approved by Treasury Board	Actual	Actual Cummulative
1974/75	0	0	0	0
1975/76	0	0	0	0
1976/77	0	0	0	0
1977/78	50	50	0	0
1978/79	0	0	0	0
1979/80	0	0	0	0
1980/81	200	60	60	60
1981/82	169	184	176	236
1982/83	8	53	8[1]	244
1983/84	15	12	(12)	256

() projected for 1983/84 1. unaudited

Activities

Project & Sub-project Name and Purpose	Duration	Expenditures ($000s)
a) Fort Qu'Appelle Recreation Centre: financing for tourism-related facilities	1980-82	220
b) Regina Beach Community Development Plan: R&T development plan for Regina Beach and Buena Vista, taking into consideration the Regina Beach-Valeport corridor proposal	1981-82	16
c) Tantallon: construction of campground and park including sewer and water facilities	1982-84	20

Background

Tourist areas often require infrastructure investments beyond what is consistent with the community's tax base because basic services and facilities must handle peak demands from large visitor inflows. Furthermore, these infrastructure pressures rise as concerted efforts to promote recreation and tourism begin to take effect. Program 2.7 was created to help communities cope with and exploit opportunities associated with the expansion of recreation and tourism activity which was envisioned under the Agreement.

Program Delivery

In 1979, delivery for Program 2.7 changed from DTRR (Tourism & Recreation Branch) to Department of Municipal Affairs (Urban Development Branch). The switch was made because Municipal Affairs had extensive experience in delivery of similar programs. The Qu'Appelle Implementation office was involved in identifying and choosing specific program undertakings.

The federal/provincial cost-sharing ratio for Program 2.7 was 50/50.

Analysis

Only three activities were supported under Program 2.7. These were a municipal planning study, a community recreation centre, and a campground with ancillary infrastructure. Furthermore, no expenditures were made until 1980. Program managers attributed the minimal amount of activity and delay in initiating the program to three related factors. First, a delay was identified in the administration of the program. Preparatory work such as developing guidelines, identifying eligible communities and delegating responsibility to a specific department was not undertaken until 1978/79. At that time, Urban Affairs were brought in to act as processing conduit for funds[1] and information was sent out to the appropriate community authorities.

Second, program managers questioned the appropriateness of the program's objectives. As previously discussed, the program was intended to assist communities in dealing with rapid growth in recreation and tourism activities, and the pressure that large inflows of visitors put on community infrastructure. Various tourism statistics for the Valley, however, indicate that the rapid growth did not materialize nor, consequently, did the expected strain on community resources. In short, the view was expressed that the objectives and spirit of the program were based on an overly optimistic assumption about the pace of recreation and tourism development in the Valley.

Third, Urban Affairs may have been afraid to strongly promote the program because the program might establish precendents which could be used in the funding applications of communities outside the Qu'Appelle.

The first project under Program 2.7 was the Fort Qu'Appelle Recreation Centre. As indicated in the list of activities, over 85% of all program expenditures were allocated to the "tourism-related facilities" of the centre which included extra seating capacity and the associated incremental costs for fire protection, concrete flooring, and other design changes needed for tourism use. The project was jointly funded with the town which provided about $1.25 million of the $1.5 million capital costs. The recreation centre has a very high profile in the community. However, interviews with community respondents and involved government officials indicated some controversy over the appropriateness of financial support for the centre under the program. As well, the facility is not being used for tourism at the present time.

The second project was an impact assessment and development plan for Regina Beach and Buena Vista. This work, which was 50% funded by the Agreement, arose from DPRR's proposal to develop the Regina Beach-Valeport Corridor. The community expressed concern about the impact this develoment would have and identified a need to establish development priorities and methods of control, cost projections for infrastructure requirements, and methods and sources of funding. It should be noted that this project focusses on identifying pressures and tourism-related hardships which are expected to occur in the future rather than current infrastructure constraints.

Both program managers and community respondents expressed the view that the Regina Beach Development Plan and Tantallon recreation site (which was 80% funded by the program) would not have been undertaken without financial support. Both were identified as useful projects: the Development Plan because it provided a guide to mitigate potential tourism-related problems and to maximize the benefits generated by recreation and tourism growth; the Tantallon development because it made good use of flood-prone land and provided facilities which are not currently available in the area. The Tantallon campground, when combined with the resort road (under 2.2) and the signage program, is expected to provide fairly signficant recreation and tourism benefits, especially to the community of Tantallon. Concern was indicated by government officials, however, that the Fort Qu'Appelle Recreation Centre was not incremental. They noted that construction was already underway when the project ran into financial difficulties.

Achievement of Program Objectives and Contribution to the Total Agreement

Program effectiveness can best be discussed in terms of the socioeconomic indicators listed at the outset of this program profile.

Indicators	Program Achievements
1. Growth in tourism activity/ business in community; number of tourist establishments; number of tourists; tourist expenditures; length of stay.	Most of the new tourist establishments which were aided under the Agreement are detailed in the profile for Program 2.5. Detailed and reliable statistics on tourism and recreation in the Qu'Appelle are not available. However, visitation figures for provincial parks and recreation sites show a decline in use from

Indicators	Program Achievements
	1973 to 1982. Trans Canada summer traffic statistics indicate a marginal increase of 1.6%/yr in the number of vehicles passsing through Saskatchewan (1978-1981). These suggest there has been little or no growth in tourism in the Valley.
2. Local employment from funded project.	Employment figures for the Recreation Centre are not available. The Regina Beach Development Plan was contracted to a private consulting firm. Employment requirements for the Tantallon campground are limited to maintenance requirements.
3. Local municipal taxes and debt loads	Not available, but likely not significant except perhaps for Fort Qu'Appelle.
4. Inventory of infrastructure	Only the campground, park and associated water and sewer facilities in Tantallon.

The Evaluation Team concludes that the rather insignificant amount of activity which occurred under Program 2.7 is the clearest indicator of the program's performance. The limited number of projects undertaken can be attributed to the administrative delay in initiating the program and the questionable applicability of the program's objectives to actual circumstances. Also indicative of this problem of expectations is the nature of the projects themselves: while contributing to the letter of the objectives, they are only peripherally consistent with the background and spirit of those objectives.

Based on these findings and the indicators of success listed above, the Evaluation Team concluded that the program's contribution to the overall goals of the Agreement has been very limited. However, the Team also notes that the Regina Beach Development Plan may have longer-term impacts on the productivity of the town's tourism base and its ability to benefit from any growth in recreation and tourism activity, and that the Tantallon campground would provide important benefits to that community.

FOOTNOTE

1. The Implementation Directorate handled initial project requests before funds were disbursed through Urban Affairs.

SECTOR III: IMPLEMENTATION

Program 3.1 Implementation

Objectives: to provide public visibility; to develop and maintain data systems; to provide and receive information from the public; to provide financial control and monitoring of expenditures; and to advise and provide assistance to the Management Board.

Indicators of Program Success

1. Effectiveness of coordination mechanisms and other support systems which are acceptable to all relevant departments.
2. Channels through which public awareness is enhanced; e.g., publications, information meetings, access to appropriate officials.
3. Opportunities/mechanisms through which public input is received.
4. Extent to which residents perceive their input to have influenced developments.

Key Issues in Program Evaluation

Determining the effectiveness of information programs is usually quite difficult and typically is based on qualitative data. The community consultations, therefore, are the primary information source. In addition, the role of the Public Advisory Council and its effectiveness as an information channel for both the public and the Qu'Appelle Valley Management Board is important.

Resources

Planned Funding under the Agreement:	$2,000,000
Total Expenditures to March, 1984:	1,779,000

Total Expenditures
($'000s)

	Requested by Board	Approved by Treasury Board	Actual	Actual Cummulative
1974/75	100.00	0	42.95	42.95
1975/76	156.85	147.69	130.05	173.00
1976/77	186.00	186.00	219.00	392.00
1977/78	230.00	227.08	210.00	602.00
1978/79	240.40	254.40	269.30	871.30
1979/80	259.80	270.05	253.00	1124.30
1980/81	238.53	241.58	235.90	1360.20

	Requested by Board	Approved by Treasury Board	Actual	Actual Cummulative
1981/82	218.30	228.46	224.20	1584.40
1982/83	229.95	239.97	194.60[1]	1779.00
1983/84	242.82	0	(0)	1779.00

() projected for 1983/84

1. funds for 1983/84 were not approved by provincial Treasury Board

Activities

Project and Sub-project Name and Purpose	Duration
1. Coordination of Agreement Programs	1975-1983
2. Qu'Appelle Implementation Information Newsletter	Jan. 1975 May 1983
3. Public Involvement Program - newspaper tabloid and comment sheets - information trailer - public information meetings - public hearings - report	1978-1980

Background

As a joint federal-provincial endeavour, the Qu'Appelle Valley Agreement is overseen by a Board composed of representatives of a number of federal and provincial agencies. The implementation office was intended to act as a working arm of the Board in implementing the Agreement and providing the Board with necessary information on the activities of individual programs and on the public involvement program.

Program Delivery

This program was implemented by the Qu'Appelle Valley Implementation Office, located in Fort Qu'Appelle. The office was comprised of 6 full-time members, the Qu'Appelle Implementation Director (all of whom were employed by the Saskatchewan Department of Environment, and the DREE program manager. In addition, the Public Advisory Council was established to implement the Public Involvement Program and to advise the Board on behalf of the public affected by the Qu'Appelle Agreement, whom they represented.

Analysis

Three major projects can be identified under this program. These are:

- coordination and joint administration of programs under the Agreement

- informing the general public as to activities under the Agreement (general information systems); and
- the Public Involvement Program.

The first activity is more related to program delivery than program effectiveness and is discussed in a separate chapter in the main text. The Public Advisory Council is also discussed in greater detail in that chapter.

Activities under the second project -- general information systems -- included the Newsletter and various slide presentations. The Newsletter was published about 5 to 7 times per year from January, 1975 to May, 1983, and included various special issues dealing with the public involvement program for recreation and tourism planning and the conveyance work being undertaken. Circulation was about 9,000 and, as indicated in interview discussions, was widely read. Community respondents were very complimentary of the Newsletter, noting that it was both interesting and informative. Little awareness of the slide presentations was revealed.

In general, residents felt the public had sufficient information disseminated to them and also indicated that further information was readily available through the Implementation office. This office was located in Fort Qu'Appelle in order to encourage regular communication between the implementation staff and the residents of the Valley. Community respondents with varying forms of participation in the Agreement (e.g., applicants under Program 2.5, members of the SPACs, general interest) commented on the helpfulness of staff in the Implementation office in providing general or program-specific information.

The Public Involvement Program for recreation and tourism planning directly involved approximately 3,500 people. The objectives of the program were:

"(i) To provide citizens with available information on the tourism and recreation proposals as a basis for the encouragement of reasoned input as opposed to emotional confrontation.
(ii) To allow citizens to offer constructive criticism of the available information.
(iii) To allow the Council to obtain some feeling for public concerns regarding tourism and recreation issues in the Valley.
(iv) To utilize local knowledge in formulating recommendations.
(v) To improve 'public relations' with the entire Qu'Appelle program."[1]

The Public Advisory Council (PAC) was responsible for the overall implementation of the program, but received extensive assistance from the public involvement coordinator of the Qu'Appelle Implementation Office (who planned and coordinated the program), the recreation and tourism Planning Team (who provided background material for dissemination, manned the information trailer, analyzed the returned comment sheets and attended public meetings), and the Extension Services of DPRR[2] (who prepared publicity materials, distributed the tabloid, and designed and equipped the information trailer).

The Public Involvement Program evolved as follows:

October 23-30, 1978 -- newspaper tabloid and accompany comment sheet distributed as a supplement in 13 weekly and daily newspapers.

October 26, 1978 -- PAC sent a letter and copy of the tabloid to each of 9,000 landowners in the Valley who might be affected by the proposed projects.

November 3-December 8, 1978 -- information trailer visited 25 communities and welcomed a total of 818 (registered) visitors.

November 6-December 7, 1978 -- public information meetings held in conjunction with the information trailer. The meetings included an introductory slide presentation followed by a review of the major proposals for the surrounding area and open discussion. Eight meetings were held with a total attendance of about 450 people.

January, 1979 -- letters summarizing the Public Involvement Program to date and inviting submissions for public hearings were sent to 326 groups. A similar letter was sent to participants in the meetings and information trailer. A special issue of the Newsletter summarized public input to date and outlined the public hearings format.

January-February, 1979 -- about 2,100 returned comment sheets were analyzed by the recreation and tourism Planning Team.

March, 1979 -- five public hearings were held in four communities in the Valley (two were held in Lumsden). A total of 77 briefs were submitted to a four-member hearing panel.

Summer 1979 -- PAC summary report was submitted, followed by a special edition of the Newsletter, highlighting its recommendations.

An evaluation of the Public Involvement Program by the PAC identified a number of problems which may have hindered the effectiveness of the Program. The major difficulties included:

- late mailing of the tabloid to landowners (due to mail strike);
- proposals outlined in the tabloid were too general;
- absence of clear directions from the Management Board with regard to public involvement;
- tabloid was printed on expensive, glossy paper;
- lack of participation of Native people; and

- poorly equipped information trailer.

Also noted was a very low response rate (about 2%) to the comment sheets. This was partly attributed to the generality of the proposals and partly attributed to the glossy format of the newspaper tabloid. The PAC, in particular, was concerned that the tabloid may have appeared as a final plan instead of proposals for discussion.

Interviews with members of the community generally reflected satisfaction with the Public Involvement Program. Most respondents expressed the view that the information services and opportunities to provide input were widely known and that those who did not participate did not have the time and/or the inclination. Community respondents indicated that they felt they were listened to, but did not express any strong opinions as to the effectiveness of their input. (It should be noted that a number of community members expressed the view that the high level of public enthusiasm, stimulated by the announcement of the Agreement, had fizzled by 1978 because of the lack of visible recreation and tourism projects undertaken to date.)

The Implementation Office at Fort Qu'Appelle was closed on April 1, 1983 as part of the restraint measures of the provincial government. The provincial government's view was that the Office was no longer needed because the Agreement was coming to an end. Some respondents, however, expressed the opinion that the closing of the office at this time was less than desirable because of the very large Qu'Appelle activity and expenditures in the final year of the Agreement.

Achievement of Program Objectives and Contribution to the Total Agreement

The objectives and activities of this program are largely related to the delivery of Agreement programs which is discussed at length in a separate chapter in the main text. Certain elements of program effectiveness can, however, be discussed in terms of the socioeconomic indicators listed at the outset of this program profile.

Indicators	Program Achievements
2. Channels through which public awareness is enhanced.	Newsletter; Fort Qu'Appelle office; Public information meetings, newspaper tabloid and information trailer (1978).
3. Opportunities/ mechanisms through which public input is received.	Public hearings and comment sheet (1978). Fort Qu'Appelle office.

Indicators	Program Achievements
4. Extent to which residents perceive their input to have influenced development.	No comments received from community respondents. (See Analysis)

The above analysis illustrates that the Qu'Appelle Agreement involved the utilization of various channels for enhancing public awareness and receiving public input. The newsletter was particularly well received by community respondents. It is concluded that the information services and Public Involvement Program have made a positive contribution to the achievement of the objectives of Program 3.1 by providing mechanisms through which information could be exchanged between the public and government officials involved in planning and implementing the Agreement. These two projects also enhanced awareness of recreation and tourism development potential in the Qu'Appelle Valley and, in so doing, indirectly contributed to fulfillment of the overall goals of the Agreement.

FOOTNOTES

1. PAC Report on the Public Involvement Program

2. Previously DTRR.

APPENDIX B

TOURISM AND RECREATION TRENDS IN SASKATCHEWAN AND THE QU'APPELLE

1.0 INTRODUCTION

The purpose of this section is to bring together the available information on tourism and recreation trends in Saskatchewan and the Qu'Appelle. This information is drawn from several sources which use different techniques and definitions. Comparisons between sources and tables should be made with caution.

The data indicate that tourism in the province as a whole has increased quite significantly in the past eight years or so. However, there is little indication that the Qu'Appelle has shared in this growth, except in the very recent past. The recent upturn has been attributed to general economic conditions which may have forced Saskatchewan residents to take trips of shorter duration and not to travel as far from home. It appears that over the longer term, the Qu'Appelle has been capturing a declining portion of the total Saskatchewan tourism market. Furthermore, this downward trend is likely to resume once the economic recovery builds momentum. The downward trend may reflect the tendency of Saskatchewan residents to prefer to travel greater distances from home and spend more on their vacations as they become more prosperous.

2.0 SASKATCHEWAN TOURISM TRENDS

Tourism expenditures in Saskatchewan increased by about 4% per year from 1974 to 1981, as indicated in Table B.1. Over 80% of these revenues are derived from Saskatchewan residents travelling within the province. As shown in Table B.2 and B.3, the fastest growing segment of the Saskatchewan tourism market is the international market.

TABLE B.1: SASKATCHEWAN TOURISM EXPENDITURES

	1974	1978	1981
1980$ millions	585.0	659.7	761.0
Average annual change	-	3.0%	4.9%
Average annual change (1974-81)			3.8%

Source: Government of Saskatchewan - Provincial Accounts

TABLE B.2: DISTRIBUTION OF TOURISM EXPENDITURES

	1974	1981[1]
U.S. Expenditure	3.1%	4.0%
Overseas Expenditure	0.8%	2.1%
Other Canadian Expenditure	16.1%	13.4%
Saskatchewan Expenditure	80.0%	80.5%
Total	**100.0%**	**100.0%**

1. preliminary estimates

Source: Government of Saskatchewan - Provincial Accounts.

TABLE B.3: SASKATCHEWAN TOURIST VISITATIONS

	1976	1980	Change	Average Annual Change
International Tourism (000's visitors)	244	514	111%	20.5%

	III 1978	III 1980	Change	Average Annual Change
Domestic Travel (000's person-trips)				
Total	2,206	2,433	10%	5.0%
- in province	1,817	1,943	6.9%	3.4%
- Canadian	389	490	26.0%	12.2%

Source: CGOT Regional Tourism Data Base and Statistics Canada.

3.0 QU'APPELLE VALLEY TOURISM AND RECREATION TRENDS

3.1 Statistical Evidence

Detailed and reliable statistics on tourism and recreation use are not available for the Qu'Appelle Valley. However, three types of statistics were used to indicate general trends. These were:

- visitation statistics at provincial parks and recreation sites;
- interprovincial summer traffic flows on Highway 1; and
- average daily traffic counts on local highways in the Qu'Appelle Valley.

Nine series of data for each of these are given in Tables B.4 and B.5.

Visitation figures for provincial parks show a decline in use from 1973 to 1982. Trans-Canada summer traffic statistics indicate a marginal increase of 1.6% per year in the number of vehicles passing through Saskatchewan (1978-1981). These two sets of indicators suggest there has been little or no growth in tourism in the Valley. Average traffic volumes on local highways show more significant increases. However, care must be taken when interpreting these data as they may reflect an increase in commuter and/or commercial traffic rather than tourist activity.

TABLE B.4: VISITATION STATISTICS

Provincial Parks[1]	1973	1982	Change	Average Annual Change
Vehicles entering	188,586	148,091	-21%	-2.6%
Camper-days	171,466	124,057	-28%	-3.5%

Recreation Sites	1977	1982	Change	Average Annual Change
Camper-days	13,083	11,915	-9%	-1.8%

1. Excludes Katepwa Point Park which does not have a campground. The number of vehicles entering the park has risen from 12,489 in 1977 to 14,716 in 1982, an average increase of 3.3% per year.

Source: Visitation Report 1982 (DPRR)

TABLE B.5: TRAFFIC STATISTICS

Number of Vehicles Entering Saskatchewan, June-August

	1978	1981	Change	Average Annual Change
Highway #1 East[1]	103,435	106,049	2.5%	0.8%
Highway #1 West[1]	92,209	99,343	7.7%	2.5%

Average Daily Traffic Volumes

	1974	1982	Change	Average Annual Change
Regina Beach Area				
#54 just N of #11	740	1,050	41.9%	4.5%
#20 just N of #11	980	1,550	58.2%	5.9%
#20 just N of #322	530	600	13.2%	1.6%
Indian Head				
#1 E of Indian Head	3,220	3,150	-2.2%	-0.3%
Bird Point Area				
#22 E of #47	220	240	9.1%	1.1%
#247 W of #201	50	130	160.0%	12.7%
#9 S of #247	500	690	38.0%	4.1%
Fort Qu'Appelle Area				
#10 W of #310	1,450	1,700	17.2%	2.0%
#10 E of #22	950	1,250	31.6%	3.5%
#10 S of #210	1,800	2,300	27.8%	3.1%
#22 S of #10	390	510	30.8%	3.4%

1. Vehicles entering Saskatchewan June-August only.

Source: Trans Canada & Yellowhead Non-Resident Tourist Traffic Flows (DPRR); Travel on Saskatchewan Highways 1982 (Department of Highways & Transportation)

3.2 Community Perceptions

Community perceptions regarding changes in tourism activity over the past decade were mixed. About one-third of the respondents felt there had been no noticeable change. The remainder noted some growth. Some respondents expressed the view that there had been a rapid increase in tourism activity in the very recent past and attributed this to the poor state of the economy. A rise in winter tourism, stemming from the development of the Mission Ridge ski development, was also mentioned.

APPENDIX C

OTHER INFORMATION DEVELOPED FOR THE EVALUATION

TABLE C.1 : COMPARISON OF PLANNED AND ACTUAL EXPENDITURES UNDER THE QU'APPELLE AGREEMENT FROM 1974/75 TO 1983/84 '(000)

	Planned Expenditures		Actual Expenditures			
	Original	Amended[1]	1974/75 to 1982/83[2]	Proposed for 1983/84	Total[3]	Unspent Funds[4]
1.0 Environmental Improvement and Management	**22,200**	**22,200**	**15,410**	**1,162**	**16,542**	**5,658**
1.1 Management of Land & Water Resources	14,000	14,000	10,476	492	10,968	3,032
1.2 Municipal Waste Treatment	4,200	4,200	3,562	640	4,202	(2)
1.3 Flood Prone Land Purchase	4,000	4,000	1,372	--	1,372	2,628
2.0 Tourism & Recreation Development	**9,500**	**8,900**	**5,814**	**1,590**	**7,404**	**1,496**
2.1 Planning	1,000	1,000	1,033	50	1,083	(83)
2.2 Historic/Recreation Corridor	2,000	2,000	2,285	424	2,709	(709)
2.3 Tourism Facilities Development	1,000	4,000	1,115	854	1,969	2,031
2.4 Commercial Development Loans	2,000[5]	2,000[5]	--	--	--	2,000[5]
2.5. Commercial Development Incentives	1,000	1,000	405	250	655	345
2.6 Alternate Land Use	3,500	500	732	--	732	(232)
2.7 Community Development Assistance	1,000	400	244	12	256	144
3.0 Implementation	**2,000**	**2,000**	**1,779**	**--**	**1,779**	**221**
3.1 Implementation	2,000	2,000	1,779	--	1,779	221
TOTAL AGREEMENT	**33,700**	**33,100**	**23,003**	**2,722**	**25,725**	**7,383**

NB: Totals may not add due to rounding.

1. Amended as of July, 1982.
2. Includes unaudited expenditures for 1982/83.
3. Includes proposed expenditures for 1983/84.
4. Planned expenditures (amended) minus total actual expenditures; bracketed figures indicate over-expenditures.
5. Not included in Sector and Agreement Totals.

TABLE C.2: FUNCTIONAL DISTRIBUTION OF QU'APPELLE EXPENDITURES

No.		$'000
	Capital Works: Recreation and Tourism	
2.2.1	Historic Resources & Nature Interpretation Study	1,661
2.2.2	Fisheries & Wildlife Development	1,047
2.3	Tourism Facilities Development	1,939
2.5	Commercial Development Incentives	655
2.7	Fort Qu'Appelle Recreation Centre	240
	Sub Total	5,542
	% of Total	21.5%
	Capital Works: Other[1]	
1.1.2	Livestock Pollution Controls	1,440
1.1.3 to 1.1.6	Flood Protection Works (various locations)	3,499
1.1.7	Conveyance System Improvements	2,149
1.2	Municipal Waste Treatment (ex. studies)	4,025
	Sub Total	11,106
	% of Total	43.2%
	Property Acquisition	
1.1.4.7	Thunder Creek Property Acquisition	245
1.1.4.9	Moose Jaw River Property Acquisition	1,407
1.3	Flood Prone Land Purchase	1,373
2.6	Alternate Land Use	732
	Sub Total	3,757
	% of Total	14.5%
	Planning and Related Studies	
1.1.1	Water Quality Monitoring & Research	241
1.1.8	Flood Hazard Mapping	18
1.1.9	Land Use Planning & Develoment Controls[2]	1,946
1.2.1	Studies on Physical/Chemical Plant Sludge Disposal	76
1.2.2	Studies on Moose Jaw Effluent Irrigation	131
2.1	Tourism and Recreation Planning	1,083
2.3	Echo Valley Waterslide Design	30
2.7	Regina Beach Community Development Plan	16
	Sub Total	3,541
	% of Total	13.8%

... continued

TABLE C.2: FUNCTIONAL DISTRIBUTION OF QU'APPELLE EXPENDITURES (continued)

No.		$'000
	Administration	
3.1	Implementation	1,779
	% of Total	6.9%
	Total Actual Funding	25,725

1. Includes engineering and design costs when project actually took place.

2. Includes substantial provincial staff costs.

Note: These figures were also used to distribute expenditures by community. Projects were assigned to communities based on whether employment, income or other tangible benefits accrue to community residents. Accordingly, program 3.1 was distributed to the Qu'Appelle communities while the property acquisition programs were distributed to their respective communities. However, planning and related studies were grouped under "other" because these provide only indirect benefits to communities. The actual distribution is as follows:

	$'000	% of Total
Moose Jaw	5,783	22.5
Regina	1,418	5.5
Qu'Appelle Valley Communities and Residents	14,983	58.2
Other (Studies)	3,541	13.8
Total	25,725	100.0

TABLE C.3: TOTAL CAPITAL INVESTMENT ASSOCIATED WITH THE QU'APPELLE: BY YEAR 1974/75 TO 1983/84

		1974/ 75	1975/ 76	1976/ 77	1977/ 78	1978/ 79	1979/ 80	1980/ 81	1981/ 82	1982/ 83	1983/ 84	Total
1.1.2	Livestock Pollution Controls[1]	-	-	18	29	56	107	252	230	357	392	1,440
1.1.3 -1.1.6	Flood Protection Works (various locations)	700	629	726	503	601	166	72	24	103	-	3,522
1.1.7	Conveyance System Improvements	-	-	100	196	813	379	326	136	100	100	2,149
1.2	Municipal Waste Treatment[2]	-	2560	-	-	-	20	80	2250	4640	1850	11,400
2.1.1	Historic Resource & Nature Intrepretation	18	23	234	54	146	-	75	161	528	424	1,661
2.2.2	Fisheries & Wildlife Development[3]	-	-	-	19	193	200	240	504	712	733	2,600
2.3	Tourism Facilities Development	-	-	-	-	138	225	221	409	93	854	1,939
2.5	Commercial Development Incentives[4]	-	-	-	-	-	65	-	210	1750	1250	3,275
2.7	Fort Qu'Appelle											
	Recreation Centre	-	-	-	-	-	-	750	750	-	-	1,500
	Tantallon Campground & Park	-	-	-	-	-	-	-	-	8	12	20
	Total Capital Investment	718	3212	1078	801	1947	1162	2026	4674	8291	5675	29,506
	Person-Years of Employment	20	74	22	14	34	18	29	57	99	61	428

Notes:

1. As well, some operators invested their own funds but this amount is not known.
2. Qu'Appelle expenditures by year are inflated by a factor of 2.85, to estimate total capital spending associated with the program.
3. Includes capital expenditures of Ducks Unlimited totalling $1,553,000.
4. Incentives account on average for 20% of total capital investment.
5. Wages and salaries are assumed to be 30% of total capital investment, and annual construction wages are estimated as follows:

   1974/75 - 10,600
   1975/76 - 13,000
   1976/77 - 14,900
   1977/78 - 16,800
   1978/79 - 17,100
   1979/80 - 19,500
   1980/81 - 21,000
   1981/82 - 24,700
   1982/83 - 25,000
   1983/84 - 27,800

   This time series was developed from data contained in the Statistics Canada Employment and Hours survey (72-002).

TABLE C.4: CANADA-SASKATCHEWAN SUBSIDIARY AGREEMENT ON THE QU'APPELLE VALLEY: SCHEDULE B

Sector	Program	Federal/Provincial Cost-Sharing Ratio	$000 Estimated Total Cost	$000 Maximum Federal Contribution
1. Environmental Improvement and Management	1.1 Management of Land and Water Resources	50/50	14,000	7,000
	1.2 Municipal Waste Treatment	55/45[2]	12,600[1]	2,310
	1.3 Flood Prone Land Purchase	50/50	4,000	2,000
Sub Total — Sector 1			**30,600**	**11,310**
2. Tourism and Recreation Development	2.1 Planning	60/40	1,000	600
	2.2 Historic/Recreational Corridor	60/40	2,000	1,200
	2.3 Tourism Facilities Development	60/40	1,000	600
	2.4 Commercial Development Loans	0/100	2,000[3]	Nil
	2.5 Commercial Development Incentives	100/0	1,000	1,000
	2.6 Alternate Land Use	50/50	3,500	1,750
	2.7 Community Development Assistance	50/50	1,000	500
Sub Total -- Sector 2			**11,500**	**5,650**
3. Implementation	3.1 Implementation	50/50	2,000	1,000
Total Agreement			**44,100**	**17,960**

Notes:

1. Two-thirds ($8,400,000) of the total cost of this Program is eligible for CMHC loan financing; only the remaining one-third ($4,200,000) is eligible for cost-sharing under this Agreement.
2. Applied to portion of costs not eligible for CMHC loans.
3. Loan financing by SEDCO.

APPENDIX D

LISTS OF PEOPLE INTERVIEWED AND INTERVIEW GUIDES

PEOPLE INTERVIEWED IN PHASE I AND INTERVIEW GUIDE

The following lists the government officials (present and past) who were interviewed in Phase I.

NAME	**Agency**
Dick Lane	Executive Director, DRIE Saskatchewan
D. Davis	Regional Director, Inland Waters Directorate, Environment Canada
Brian Ross	Formerly with the Saskatchewan DREE Office
Ed Begin	Chairman of the Public Advisory Council and Executive Assistant of the Saskatchewan Wildlife Federation
Nick Carter	Formerly Deputy Minister, Saskatchewan Environment
David Innis	Associate Deputy Minister, Urban Affairs
Bill Herringer	Formerly with the Saskatchewan DREE Office
Mike Dalidowicz	Department of Tourism and Small Business
Karl Crosby	Department of Tourism and Small Business
Baljinder Gill	Indian and Northern Affairs, Regina, Saskatchewan
Craig Milne	Indian and Northern Affairs, Regina, Saskatchewan
Jerry Danyluk	Director, Conservation Development Branch, Saskatchewan Agriculture
Al Veroba	Regional Engineer, Conservation and Land Improvement Branch, Saskatchewan Agriculture
Lyle Lensen	Acting Assistant to the Deputy Minister, Department of Parks and Renewable Resources (formerly DTRR)
Al Schuster	Saskatchewan Environment/Director, Qu'Appelle Implementation Office
Dawson Young	Federal Coordinator for Qu'Appelle Agreement, DRIE

Name	**Agency**
Cal Kirby	Park Development Branch, Parks and Renewable Resources
Grant Mitchell	Previously Deputy Minister of Saskatchewan Environment
A. Carr	Deputy Minister, Saskatchewan Environment

At the outset of the interview, the interviewer explained the purpose, scope, and phasing of the evaluation. Then, questions covering the following topics were asked. (There were some differences in questions, depending on the respondent's involvement with and responsibilities under the Qu'Appelle Agreement.)

- history, background, and rationale of the Agreement from your department's perspective
- the role and responsibilities of your department within the Agreement
- your department's experience with the Agreement, i.e., what worked and what didn't work
- extent to which the Agreement funded programs and projects which the province or federal government would have implemented in the absence of the Agreement
- comments on the structure and administration of the Agreement and the Management Board, Implementation Secretariat, Implementation Directorate, Public Advisory Council, public information process
- key issues which we should address in the evaluation
- data sources which could be used to evaluate program effectiveness
- other people in your department we should interview.

GENERAL QUESTIONS FOR PROGRAM MANAGERS

NB: The interviewer would begin the interview by briefly describing the purpose and scope of the evaluation with particular emphasis on the method being proposed for assessing individual programs. The general questions that follow would be administered to all program managers.

1. What is your current role with respect to program administration and implementation under the Qu'Appelle Agreement? In the past, have you held other responsibilities in relation to the Agreement? (If, for example, s/he was responsible for another program, the interviewer may wish to ask some questions about the second program.)

2. What is the background and history to this program? Was it being implemented prior to the Qu'Appelle Agreement?

3. Could you please review the program objectives described in the pages I handed to you? Are these consistent with your understanding of the program objectives? Are there other objectives, either stated or unstated, that we should take into account?

4. These pages also describe the performance indicators we propose to use in assessing the achievements of this program as well as some of the key issues. Do you think these indicators will provide a fair and accurate measure of program achievements? Can you think of other performance indicators and impacts and effects (both intended and unintended) that we should take into account?

5. A following page lists a number of questions we propose to use in other interviews in order to identify the impacts and effects of this and related programs in the Qu'Appelle. Do you think these questions will provide responses that will be useful to the analysis? Can you think of other questions that should be asked in those interviews?

6. What factors and criteria are used to establish the priorities that are needed to prepare the annual work plan and budget for this program? (The factors/criteria could relate to either areas in the Qu'Appelle or to sub-projects, activities, etc. within the program.)

7. What is the process for securing approval for the annual work plan and budget for this program?

8. (a) In planning and designing this program and preparing annual budgets, do you hold consultations with officials responsible for managing other initiatives funded under the Agreement, or with officials of other agencies involved with the Agreement (DREE, Parks Canada, Environment Canada, SEDCO, Industry &

Commerce, Saskatchewan Environment, Tourism and Renewable Resources [now DPRR], etc.)? If so, what is the purpose of these consultations? What are the major topics covered?

(b) To what extent do you work with the planning programs or use their publications?

9. (a) In administering this program, do you hold consultations with officials responsible for managing other initiatives funded under the Agreement or with officials of other agencies involved with the Agreement, or with officials responsible for managing related programs (e.g., SARDA, Industry & Commerce programs, SEDCO, DIAND's Economic Development Programs)? If so, what is the purpose of these consultations? What are the major topics covered?

(b) Have you undertaken any joint projects/financing with other agencies?

10. In implementing this program, was it necessary to hold consultations with private sector developers? If so, what was the purpose of these interviews? What were the major topics covered?

11. In implementing this program, was it necessary to hold consultations or work with the general public? If so, what was the purpose of these discussions? What were the major topics covered?

12. In implementing this program, are there guidelines or other measures used (either formal or informal) to ensure that program benefits are directed toward key groups and communities in the Qu'Appelle?

13. Based on previous studies, your personal experience, and other sources, what, in your view, are the major impacts, effects, and achievements of this program? Could you provide specific examples? (The interviewer should also try to determine negative impacts, problems with the program, and constraints to the program's effectiveness.)

14. Has the program experienced any significant changes in the past (9) years in terms of activities, priorities, management, etc.?

15. Do you have information on the program's activities and impacts in different areas and communities in the Qu'Appelle that may not be available in program/project files?

16. Can you identify some people in the Qu'Appelle Valley whom we should interview?

17. Could you identify for us recent changes or aspects of the current situation in the Qu'Appelle that you feel are particularly important to this evaluation?

18. How many government officials are employed full-time in the implementation of this program?

The interviewer would then ask more program specific questions developed from the information contained in the initial sections of each program profile. The interviewer would then ask four final questions of a more general nature.

19. These final questions should perhaps be answered more from the perspective of a resident of Saskatchewan rather than a program manager. What, in your view, are the major changes that have occurred in the Qu'Appelle Valley and Basin over the past decade? (The Interviewer will attempt to find out about specific changes, both positive and negative ones.)

20. What do you think are the major reasons why these changes occurred?

21. What role do you think the Qu'Appelle Agreement has played in these changes?

22. What needs to be done in the future to further strengthen the environment, tourism and recreation potential, and other aspects of the Qu'Appelle Valley?

INTERVIEW GUIDE FOR PHASE II
OTHER RESPONDENTS

In addition to program managers, a number of other groups will be interviewed. These include local government officials, representatives from the private sector (e.g., developers, tourist operators), members of the Public Advisory Council, and possibly members of special interest groups (e.g., QVIDA and cottage owners). Respondents will also include control groups (e.g., tourist operators who did not receive assistance under the Qu'Appelle Agreement.)

The interview guide is divided into a number of sections. The first section includes questions of a general nature which would be asked of all respondents. The questions attempt to uncover the respondent's knowledge and understanding of the Agreement, their views of the major changes that have occurred in their community over the past decade, and their views of the factors -- including Agreement funded projects and programs -- which made the greatest contributions to these changes.

The remaining four sections relate to specific programs and grouping of programs and would only be administered in communities in which these activities occurred and/or to respondents who appear to have prior knowledge of these activities. The four sections are:

Environmental Effects
Tourism & Recreation Developments
Public Information
Questions Related to Implementation.

The guide has been designed to be used with flexibility and, in many cases, a general question is followed by a more specific question in order to ensure that an issue is covered.

A. GENERAL QUESTIONS

1. Can you tell me briefly what you know about the Qu'Appelle Agreement?

2. Do you know which governments fund the Agreement?

3. What is the purpose of the Agreement as you understand it?

4. (a) Are you aware of any projects or programs in your community that were funded by the Agreement?

   (b) Have you personally been involved with any of these programs or projects?

5. (a) What were the major problems in the Qu'Appelle in the early 1970s?

   (b) What are the major changes that have occurred in your community or area over the past seven years? (The interviewer will attempt to find out about specific changes, both positive and negative.)

6. What do you think are the major reasons why these changes occurred? (The interviewer will attempt to identify the role the Agreement is perceived to have had in these changes.)

7. Have changes occurred in tourist activity in your community over the past 9 years? What changes have occurred? Why do you think these changes have occurred? (The interviewer will attempt to relate these to Agreement activities, including specific programs and projects.)

8. Do you think that people who live in or use the Qu'Appelle are becoming more aware of land use conflicts and resource management issues? Do you think that problems are being addressed and dealt with adequately and fairly?

9. Did local people find employment in capital works projects and tourist operations which were funded by the Qu'Appelle Agreement? Do you have any figures? Would these people have been unemployed if these projects/operations had not been established?

10. Do you think your community is now a better or worse place to live compared with nine years ago? Can you explain why you think that? (The interviewer will attempt to identify changes related to water and land resource management and to tourism and recreation developments.)

11. What about the people in the community generally, do you think they see the community as being better or worse now? Why?

12. What needs to be done in the future to make your community and the Valley a better place to live?

B. ENVIRONMENTAL EFFECTS

Due to the project-specific nature of the work undertaken in Sector 1, it is difficult to prepare a common set of questions to be administered to all respondents. Interview guides will, therefore, be tailored to each respondent. The following represents examples of questions which may be asked of some respondents.

13. Do you believe that the quality of the water in the Qu'Appelle Lakes has changed in the past nine years? What are the reasons for these changes?

14. Do you have any ideas about the sources of pollution in the Qu'Appelle and changes which may have occurred in the importance of these sources over the past few years?

15. Do you believe that the flood hazard potential, or the potential damage from floods, has changed significantly in the Qu'Appelle in the past decade? What are the reasons for these changes?

16. Are you aware of the conveyance program funded by the Agreement? Do you have any problems or concerns about that program?

17. Are you aware of the property acquisition programs funded by the Agreement? Do you have any problems or concerns about those programs? Have other residents of the Valley voiced any concerns?

C. TOURISM AND RECREATION DEVELOPMENTS

These programs cover a diverse range of initatives. The following questions are to be directed primarily to tourist operators and local government officials, although other groups may be interviewed. In some cases, additional questions specific to a respondent may have to be formulated just before the interview.

18. Have any new tourism operations been established in your area in the past nine years? Have any new jobs been created for local residents? How many? Are these businesses still operating? (If not, why not?)

19. Have any existing tourist businesses expanded? Were new jobs created? How many?

20. How many local people are employed in the tourist (or tourism and recreation) sector now? How many were employed in this sector nine years ago?

21. (If yes to 19 or 20) What do you think are the major factors behind this tourism business growth? (Look for specific types of businesses and factors.)

22. Do you think the Agreement has contributed to these changes? If so, to what extent? (The interviewer will attempt to identify specific programs or projects which have contributed.)

23. Has this tourism activity had any effects on the individuals or groups involved other than the economic effects? (e.g., personal changes, social changes)

24. What other changes have occurred in your business community over the past 9 years?

25. Has this tourism activity had any effects on the community generally, other than the economic effects?

26. Have you or your company (or community group) been assisted by Agreement-funded programs? (If so, the interviewer will attempt to discover how important the agreement support was to the investment/location decision. If not, the interviewer will attempt to discover why the respondent did not participate -- lack of information? Financial support was insufficient? Etc.)

27. Have there been improvements in tourism administration and planning in the Qu'Appelle over the past 9 years? What are the reasons for these changes?

28. (To tourist operators assisted by the Agreement) How many people are currently employed by your business? What is your peak summer employment? How many are employed during the winter months?

29. (To tourist operators not supported by the Agreement) Are you satisfied with the operation and performance of your business over the past five years? What are the reasons for any changes?

30. What do you think is the outlook for tourism in the Qu'Appelle Valley? What needs to be done to enhance development of the industry? (The interviewer will attempt to identify specific constraints, e.g., environmental issues.)

D. PUBLIC INVOLVEMENT

31. Was the information provided to the public under the Qu'Appelle Agreement viewed as being sufficient to allow people to formulate views and positions?

32. Was the information readily available for interested public groups/individuals? Through what channels?

33. Did you read the Qu'Appelle Newsletter on a regular basis? Did you find it informative and interesting?

34. Was there a high level of public participation? Was it dominated by a small number of special interest groups? Was the level of participation consistent with expectations?

35. What were the major issues raised in the public consultations? (e.g., potential effect of the Agreement on tourism development, land use conflicts, concerns of property owners)

36. Do the public feel that their views were listened to by government officials and taken into account in the planning and implementation processes?

37. Did public input have any measurable effect on the Agreement and on specific programs? In what ways?

E. IMPLEMENTATION

These questions will be primarily directed to key community respondents.

38. Are you aware of the "Qu'Appelle Basin Study?" Are you aware of the report "Tourism and Recreation Development Strategies for the Qu'Appelle Valley?" Have you read either/both? What is your opinion of it/them?

39. Have you read other material about the Qu'Appelle Agreement (e.g., flood protection reports, fish and wildlife surveys)? If so, what?

40. Do you feel you have been given enough information about the Agreement?

41. Would you like to know more about the Agreement?

42. Do you think various community groups were consulted enough about the way the Agreement projects here were done? Were any of the projects initiated by the community?

43. Do you know about the Public Advisory Council and its function? Do you think it has been effective? What are the reasons for your answers?

44. (To members of the PAC) Were you generally satisfied with the operation of the Public Advisory Council? Do you believe that government officials listened to your views, and that the PAC had a significant effect on the implementation of the Qu'Appelle Agreement? How could the PAC have been more effective?

45. Is there anything you would like to add?

LIST OF PEOPLE INTERVIEWED IN PHASE II

Name	**Agency/Areas of Interest**
Program Managers and Other Government Officials	
A.R. (Tony) Moser	Saskatchewan Environment PM of Projects 1.1.1, 1.1.4.5, 1.1.4.7, 1.1.4.9, 1.1.4.10, 1.2.1, 1.2.2.2, 1.2.3
C.W. Carlson, P.O. Moen	Saskatchewan Agriculture PM of Project 1.1.2
John Lasuita	Saskatchewan Agriculture PM of 1.3
Al Veroba J.R. Wheatley	Saskatchewan Agriculture PMs of 1.1.4 to 1.1.7
Keith Schneider Dr. Henry McCutcheon	Saskatchewan Urban Affairs PM of 1.2.1, 1.2.2, 1.2.3, 2.7
Lloyd Talbot	Former PM, Land Use Planning Program
A.C. (Al) Schuster*	Saskatchewan Environment PM of 2.1.3, 3.1.1
D. (Dennis) Sherratt	Saskatchewan DPRR PM of 2.2.1, 2.2.2
C.J. (Cal) Kirby*	Saskatchewan DPRR, long involvement in Qu'Appelle tourism planning. PM of 2.3.1
Andy Svetkov	DRIE PM of 2.5
Ted Wagner	Saskatchewan DPRR PM of 2.6.1
R. Ahmed	Saskatchewan Municipal Affairs, Community Planning Branch PM of 1.1.9
John Storer	Department of Culture & Youth PM of 2.2.1
Sharon Coffin	Saskatchewan DTRR, Planning Team
Hilding Franson	Resource Consultant to Planning Team
Ray Pentland	Urban Affairs Department, formerly Saskatchewan Environment
Bill Gummer, Dennis Gregor	Inland Water Directorate, Environment Canada

Name	**Agency/Areas of Interest**
Don Waite	Environment Canada
J. Jozsa	Saskatchewan DPRR, now in Prince Albert (Forestry Branch) PM of 2.1.3
Sharon Wood	DTRR, Historic Parks
Roger Franklin	Previously a Tourism Planner in DTRR, now Administrator of Fort San
Gordon Demeskoff	Secretary PAC, Saskatchewan Environment
R.J. (Jim) Heron	Previously Qu'Appelle Implementation (Sector 2), now Indian Affairs in Fort Qu'Appelle
Jim Demchuk, Joe Durwael	SEDCO officers with knowledge of Qu'Appelle activity
Glen McPherson	Indian Affairs in Regina, involved in Last Oak Park and other Ec Dev programs in Qu'Appelle
Frank Hart	Was Policy Planner in DTRR, now private consultant in Regina
Mike Dalidowicz	Saskatchewan Tourism & Small Business; stats on Sask tourism
Public Advisory Council	
Philip Desjarlais	Piapot Reserve, Edenwold
M.V. Mathews	Qu'Appelle Valley Development Association
K.W. Russell	Flying Creek SPA
D. Robinson	Last Mountain Lake SPA
R. Ferguson	Fishing Lakes SPA
B. Daniel	Lower Qu'Appelle SPA
K.W. Johnson	Upper Qu'Appelle SPA
H. Heembrock	Pheasant Hills SPA
Other Local Government Officials and Key Community Contacts	
Gary Hoffman	Conservation Development Area Manager, former PAC member, sold property under Flood Prone Land Program

Name	**Agency/Areas of Interest**
Don Cockwill	Former Mayor of Fort Qu'Appelle and former member of PAC
A.J. Schwinghamer	Chief Engineer, Moose Jaw Municipal Government
Ben Brewer	Mayor of Regina Beach, knowledge of Indian Bands in area
Conn Rippert	Former PAC member and businessman in Fort Qu'Appelle ("non-supported tourist operator")
Herb Strongeagle	Kinookimaw Beach Development Corporation
Ralph Patterson	Secretary, Fishing Lakes SPA
L.D. (Dave) Schnell, Wayne Masson Geroge Nenson	City of Regina
W.L. Johnson	City Commissioner, City of Moose Jaw
Doug Cole	Wakamon Valley Authority
Bud Nye	Lumsden. Chairman of Qu'Appelle Civil Rights Group. Concerns about land use planning program
Ted Batters	Valley farmer west of Lumsden. Member of Qu'Appelle Farmers Organization.
Bob Lauder	Qu'Appelle Valley Sod Farms in Craven. Involved in SPAC and Basin Study (early involvement). Sold property under Flood Prone Land Program.
Tim Thiele	Ducks Unlimited. DU funded Agreement related projects.
John (Butch) Clark	Intensive Livestock Operation
W.H. English & Sons	Intensive Livestock Operation

Commercial Operators Who Received Qu'Appelle Support

Roe Cummins	Craven Cafe and Motel
John Lawson	First Cabin Golf Enterprises
Reg Forster	Regina Beach Hotel
Dan Wolk	Country Squire Hotel, Fort Qu'Appelle

Name	**Agency/Areas of Interest**
John Smith	Mission Ridge Ski Area
John Hashem	Esterhazy Motel
Commercial Operators Who Did Not Receive Support	
Father Larre	Bosco Homes/Big Valley Rodeo
France Clark	Cupar
W.A. Palmer	Fort Qu'Appelle
G. Systun	Regina

Total People Interviewed: 67

PM = Program Manager
* denotes follow-up interviews to Phase I

PEOPLE INTERVIEWED IN PHASE III

D. Stewardson	Saskatchewan Tourism and Small Business
D. James	Ministry of State for Economic and Regional Development